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DETERMINANTS, PROCESSES, STRUCTURES AND ACTORS PROBLEMS

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Degree for which thesis was presented — Grade pour lequel cette thèse fut présentée

Ph. D.

Year this degree conferred — Année d'obtention de ce grade	Name of Supervisor — Nom du directeur de thèse
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EDUCATIONAL PLANNING AT THE NATIONAL LEVEL IN CAMEROON: DETERMINANTS, PROCESSES, STRUCTURES AND PROBLEMS

by

TABOT TIMOTHY MAC OJONG

A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH

IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE OF

DOCTOR OF PHILOSOPHY

DEPARTMENT OF EDUCATIONAL ADMINISTRATION

EDMONTON, ALBERTA

FALL, 1983

THE UNIVERSITY OF ALBERTA

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DEGREE FOR WHICH THESIS WAS PRESENTED: DOCTOR OF PHILOSOPHY

YEAR THIS DEGREE GRANTED: 1983

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DEDICATION

TO ONEKE TABOT

TAKANG TABOT

ATEM TABOT

OJONG TABOT

ARREY TABOT

WHO WILL DO BETTER THAN I DID

I HAVE DONE SO MUCH

FOR SO LONG

WITH SO LITTLE

I AM NOW QUALIFIED

TO DO ANYTHING WITH NOTHING

ABSTRACT

The purpose of the study was to investigate and to provide a general insight into the educational planning process at the national level in Cameroon, focusing on determinants, processes, structures, actors and problems. The referent for the study was the preparation of the fourth and fifth five-year economic, social and cultural development plans (1972-1981) which in Cameroon encompasses educational planning.

The study was designed as a descriptive analysis of the objectives of educational planning, procedures and methodologies used in setting targets, structures established for educational planning, participants and their characteristics. The ultimate purpose was to identify problems and obstacles of educational planning facing a developing country and to suggest implications for practice and for further research in educational planning at the national level in Cameroon.

Data for the study were collected using a combination of three methods: questionnaire, interviews and document searches. The sample of respondents consisted of persons associated with or directly involved in the educational planning process at the national level in Cameroon.

The study of determinants shows that educational planning at the national level in Cameroon follows a reactive rather than a planned response approach. Educational planning is carried out as a response to the conditions of education's external environment. Education is viewed as a key factor in the economic, social and cultural development of Cameroon.

The conventional stages of educational planning -- formulation of policy, "definition" of objectives, plan elaboration, implementation and

evaluation -- are followed. Specific methodologies and techniques of planning are still rudimentary and based on rule of thumb. The technical dimension of educational planning is limited by the lack of adequate inputs of statistical information and technical expertise.

Educational planning at the national level in Cameroon is a collective task, involving structures which have been established at both the local and the national levels. At the local levels are Development (planning) Committees, and at the national level are the ad hoc National Planning Commissions, the Economic and Social Council, the Cabinet of Ministers, the Head of State and Parliament. The Ministry of National Education and the Ministry of Economic Affairs and Planning constitute the technical structures for elaborating the educational plan and setting targets. Development Committees propose educational programmes and projects for their respective administrative regions; the National Planning Commissions assist the Ministry of Economic Affairs and Planning in analyzing draft plans from the local levels, proposing guidelines, defining objectives, choosing priority programmes and defining conditions of implementation.

Actors of each planning structure represent all sectors of the nation's economic, social and cultural life, with three exceptions, namely, teacher, student and parent associations. Politicians exercise greater influence in the planning process than the technocrats.

The study identified a number of problems and obstacles confronting educational planning at the national level in Cameroon. The major problems and obstacles identified consisted of the following: absence of a link between education and employment, lack of reliable and adequate statistical data, lack of trained personnel, limited financial

resources, lack of effective co-ordination in educational planning activities, and a low priority on educational planning-related research.

The study concludes with some implications for practice and for further research on the educational planning process at the national level in Cameroon.

ACKNOWLEDGEMENTS

The successful completion of this study was rendered possible by contributions from numerous people.

The writer is most grateful to Dr. D.M. Richards, the supervisor of this dissertation, for his invaluable comments and suggestions throughout the developing stages of the study. Dr. C.S. Bumbarger, Chairman of the Department of Educational Administration and member of the supervisory committee offered very helpful suggestions on the technical aspects of the thesis. The assistance and co-operation of Dr. E.J. Ingram, Dr. Collett and Dr. J.L. Tymko, the external examiner, are greatly appreciated.

It would have been impossible to obtain the data required to execute the study without the co-operation of the staff of the Planning Division, Ministry of National Education, Yaounde, Cameroon, and the consent granted the researcher by the Minister of National Education to conduct the research in Cameroon. I wish, particularly, to express deep gratitude and appreciation to the Chief of the Planning Division, Ministry of National Education, Yaounde, Cameroon, Mr. Ndongo Ndzengue for invoking co-operation in the staff of the Planning Division and to Mr. Medou Medou Boniface and Miss Eyinga Marie-Rose for providing the researcher with valuable and relevant documents and information on the educational planning process in Cameroon.

A Graduate Teaching Assistantship offered by the Department of Educational Administration, University of Alberta, provided the resources without which this dissertation would not have been completed.

Many individuals provided moral support, encouragement and inspiration without which the completion of this study would have been impossible. In this regard, the following individuals deserve special recognition: Dr. Ojong Ayuk of Ecole Normale, Yaounde, Cameroon, and Dr. C.S. Bumbarger, Chairman, Department of Educational Administration, University of Alberta.

The writer wishes to express his profound gratitude and appreciation to Mr. William Achere Eta with whom great friendship has developed in the course of years, and who, with the co-operation of my brother-in-law, Mr. Arrey Barachel, organized my mother's burial in my absence to spare me time and money for the completion of this study.

Special recognition is extended to the writer's mother-in-law, Nyango Esther Obi Ojong, who has taken great care of his children throughout the period of his studies in Canada. The help of Mr. Jerome Ntui Obi in transferring remittances monthly to the writer's children is gratefully acknowledged. The peace of mind derived from this service rendered the completion of this dissertation possible.

The writer is deeply indebted to his wife, Bilgah Obi Ojong and his children, Oneke, Takang, Atem, Ojong and Arrey, for their understanding, patience, love and, particularly, for accepting the writer as part-time husband and father, respectively, during his five years of graduate studies in Canada.

The writer's mother, Mary Ateke, loved and encouraged the idea of his going abroad for graduate studies; she was helpful in not scaring the writer with the news of her protracted illness, thus enabling him to complete this study but never to see her again.

The enormous secretarial work involved in bringing this study to its successful completion would have been a handicap, but for the assistance and co-operation of Sister Dorothy Ryan, of the Medical Laboratory Sciences Department, University of Alberta. The writer wishes, particularly, to express his profound gratitude and appreciation to Miss Anmy Woo, for her patience, speed and accuracy in typing the manuscript. The author accepts responsibility for any errors that may be found in the thesis.

Finally, I wish to thank the Almighty God for making everything surrounding the success of this study possible.

TABLE OF CONTENTS

CHAPTER		PAGE
I	THE PROBLEM	1
	INTRODUCTION	1
	PURPOSE OF THE STUDY	3
	STATEMENT OF PROBLEMS AND SUB-PROBLEMS	4
	SIGNIFICANCE OF THE STUDY	5
	Contribution to Practice	5
	Contribution to Theory	7
	BASIC ASSUMPTIONS	8
	DELIMITATIONS	8
	LIMITATIONS	9
	DEFINITION OF TERMS	9
	ORGANIZATION OF THE THESIS	11
II	REVIEW OF THE LITERATURE	13
	DEFINING EDUCATIONAL PLANNING	13
	DETERMINANTS OF EDUCATIONAL PLANNING	14
	Education and Economic Growth	15
	Educational Development and Social Policy	15
	Education and Political Integration	16
	Efficient Resource Allocation	16
	Qualitative Improvement in Education	17
	External Influence	18

CHAPTER		PAGE
	THE PROCESS AND APPROACHES TO EDUCATIONAL PLANNING	20
	Stages of the Educational Planning Process	20
	Approaches and Techniques of Educational Planning	22
	STRUCTURES AND ACTORS FOR EDUCATIONAL PLANNING	23
	Structures	23
	Actors	24
	SUMMARY	26
III	CONCEPTUAL FRAMEWORK AND RESEARCH METHODOLOGY	27
	CONCEPTUAL FRAMEWORK	27
	The Environment	27
	Process	29
	Structures and Actors	29
	RESEARCH METHODOLOGY	31
	Research Strategy	31
	Data Collection and Instrumentation . . .	32
	Sample	34
	Data Analysis	36
	SUMMARY	37

CHAPTER		PAGE
IV	THE ENVIRONMENT OF EDUCATIONAL PLANNING IN CAMEROON	38
	CONTEXTUAL SETTING	38
	A Historical Conspectus	38
	The Cultural Framework	40
	The Economy	41
	Population	47
	Administrative and Political Structure	48
	The Educational System	50
	THE CONTEXT OF EDUCATIONAL PLANNING IN CAMEROON	54
	Manpower Requirements	56
	Population Growth and Social Demand for Education	60
	Regional Disparities	60
	National Integration	61
	Unemployment	62
	External Influence	65
	SUMMARY	71
V	THE EDUCATIONAL PLANNING PROCESS	72
	PROCEDURES OF THE EDUCATIONAL PLANNING PROCESS	72
	Policy Exposition	72
	Definition of Objectives	73
	The Planning Process	74

CHAPTER		PAGE
	APPROACHES AND METHODOLOGIES	78
	Basing Educational Plan Targets on Manpower Needs	79
	Assessing Social Demand for Education . .	81
	Budgeting	81
	STATISTICAL BASES FOR EDUCATIONAL PLANNING . .	82
	Manpower Survey Statistics	83
	School Statistics	84
	Population Statistics	85
	Research Related to Educational Planning .	87
	IMPLEMENTATION AND EVALUATION OF EDUCATIONAL PLANS	88
	Implementing Educational Plans	89
	Evaluation of Educational Plans	91
	SUMMARY	93
VI	STRUCTURES AND ACTORS OF THE EDUCATIONAL PLANNING PROCESS	95
	FUNDAMENTAL PRINCIPLES OF PLANNING PROCEDURES IN CAMEROON	95
	STRUCTURES ASSOCIATED WITH THE EDUCATIONAL PROCEDURES IN CAMEROON	96
	Development Committees	98
	National Planning Commission	98
	The Ministry of National Education	100
	The National Party	103
	The President of the Republic	103

CHAPTER		PAGE
	The Economic and Social Council	104
	The Cabinet of Ministers	105
	The National Assembly	105
	ACTORS IN THE PLANNING STRUCTURES	106
	Actors in the Development (Planning) Commissions	107
	Actors in the National Planning Commissions	109
	Participation Patterns	113
	Nature of Involvement of Actors	114
	Degree of Influence of Actors	117
	Characteristics of Actors	122
	SUMMARY	125
VII	OBSTACLES TO EDUCATIONAL PLANNING	127
	IDENTIFICATION OF PROBLEMS AND OBSTACLES TO EDUCATIONAL PLANNING IN CAMEROON	127
	Inadequate Statistical Data	129
	Qualified Personnel in Planning	130
	Political Pressures	132
	Lack of Link between Employment and Education	133
	Unclear Objectives	133
	Lack of Comprehensive Diagnosis	135
	Lack of Influence by Educational Planners	137

CHAPTER		PAGE
	Resistance to Change	137
	Lack of Educational Planning Related Research	138
	Lack of Co-ordination of Planning Activities	139
	Limited Financial Resources	139
	Contradictory Goals	141
	Lack of of Co-operation from Parents . . .	141
	SUMMARY	141
VIII	SUMMARY, CONCLUSION AND IMPLICATIONS	143
	SUMMARY OF FINDINGS	143
	Purpose of the Study	143
	Determinants of Educational Planning . . .	143
	Planning Procedures and Methodologies . .	144
	Structures and Actors	145
	Problems and Obstacles to Educational Planning	146
	CONCLUSIONS	147
	Determinants of Educational Planning . . .	147
	Procedures and Methodologies of Educational Planning	148
	Structures and Actors	149
	Problems and Obstacles to Educational Planning	150

CHAPTER		PAGE
	IMPLICATIONS	151
	Implications for Practice	151
	Implications for Further Research	154
BIBLIOGRAPHY	. . . . .	156
APPENDIX 1	THE QUESTIONNAIRE	174
APPENDIX 2	INTERVIEW GUIDES	183
APPENDIX 3	LETTER APPLYING FOR PERMISSION TO CONDUCT THE RESEARCH	188
APPENDIX 4	LETTER GRANTING PERMISSION TO CONDUCT THE RESEARCH	191
VITA	. . . . .	193

LIST OF TABLES

Table	Description	Page
I	Growth of the GDP	42
II	The Distribution of the Labour Force according to Occupational Categories	44
III	Distribution of Wage Earners of the Private and Semi-Public Sectors according to Nationality, Category and Sex in 1980/81	45
IV	The Distribution of Civil Servants in the Public Service in 1980 (in percentages)	46
V	Respondents' Views on the Degree of Influence of Factors Determining and Influencing Educational Planning in Cameroon (in percentage responses)	55
VI	Estimated Growth of Manpower Needs	58
VIa	Percentage Increase in Numbers in the Various Corps of Civil Servants	59
VII	Responses on the Activities Performed by Technical Assistants and Experts in the Educational Planning Process	68
VIII	Responses on the Statistical Bases for Educational Planning	82
IX	Responses on Methods and Activities for Implementing Educational Plans	90
X	Planning Structures and their Functions	97
XI	Responses on the Nature of Involvement of Groups Associated with the Educational Planning Process (in percentage responses)	115

XII	Views of Respondents on the Degree of Influence Exercised by Actors Involved in the Planning Process (in percentage of responses)	119
XIII	Summary of Responses on Problems and Obstacles to Educational Planning in Cameroon	128

LIST OF FIGURES

Figure		Page
1.	Conceptual Framework for Studying the Educational Planning Process at the National Level in Cameroon	28
2.	Structure of the Ministry of National Education (Technical Elaboration of Educational Plans, their Implementation and Evaluation)	102

CHAPTER 1

THE PROBLEM

INTRODUCTION

The role of education in the social, cultural, political and economic development process has become increasingly important in most countries of the world, particularly in the developing nations. Thus, the past few decades have witnessed a growing interest in educational planning at the regional, national and international levels.

Educational planning was virtually unknown in the developing countries until well after the Second World War. Since then, educational planning has gained international recognition and importance as evidenced by the establishment of planning divisions or units within ministries of education in most developing countries, and the creation of the International Institute for Educational Planning which has contributed information and motivation.

Regional and international organizations established for purely economic development purposes have expanded their spheres of interests to include education and educational planning. Examples include the Organization for Economic Co-operation and Development (OECD) in Europe, the "Eight States Project" in the United States, the "Educational Planning and Investment Program", the "Mediterranean Regional Project", the "World Bank", and the "Conference of Ministers of Education, and those Responsible for Educational Planning in African Member States".

In most developing countries, planning for development was the function of foreign organizations hired for the purpose. In Cameroon, the first five-year development plan, lasting from 1960/61 to 1965/66,

was prepared by two private firms of consultants from France: the Societe Generale d'Etude de Planification (SCGEP) and the Société d'Etude du Developpement Economique et Social (SEDES). Educational planning was accorded only minimal attention, the main focus being on capital projects.

Since 1966, educational planning has become an important part of economic, social and cultural development planning in Cameroon. As a relatively new area of public administration in Cameroon, problems and obstacles are bound to exist. Educational planning activities in other parts of the world indicate that the acceptance, success or failure of national educational plans are highly contingent on the manner of organizing for educational planning, the type of activities performed, and the degree of participation of educational interest groups in the educational planning process (Wheeler, 1968). Wildavsky (1972) asserts that educational plans in most developing countries are known more for their failures than for their successes.

Studies that provide insights into characteristics of the educational planning process that can be linked to indices of success or failure of educational planning are lacking. An investigation of the educational planning process at the national level in Cameroon can make a contribution towards identifying such characteristics. This study of determinants, processes, structures and problems associated with the educational planning process in Cameroon is intended as an exploratory study of the problems of educational planning in a developing country.

PURPOSE OF THE STUDY

The purpose of the study is to describe and analyze the socio-political and technical processes of educational planning at the national level in Cameroon and to assess its merits and demerits. The referent of the analysis is the preparation of the fourth and fifth five-year development plans covering the period from 1972 to 1982. Four sets of variables were selected for the analysis.

The first set of variables pertained to the factors determining and influencing educational planning at the national level. This involved an examination of the economic, social and cultural objectives of educational planning. Included in this set of variables were the external factors influencing educational planning.

The second set of variables dealt with the process of educational planning. This involved the activities performed to translate objectives into plan targets, methods used, types of information available and research activities undertaken as part of educational planning.

The third set of variables examined the structures associated with the planning process. For this set of variables, types of structures, co-ordination of planning activities, groups involved, nature of involvement of the groups involved, and their characteristics were examined.

The fourth set of variables examined problems and obstacles of educational planning at the national level in Cameroon as identified or perceived by those involved in the educational planning process.

STATEMENT OF PROBLEMS AND SUB-PROBLEMS

The study addressed the following problems and sub-problems:

1. What are the major determinants of educational planning at the national level in Cameroon?
   - 1.1 To what extent is educational planning related to the needs of economic, social and cultural development?
   - 1.2 How has educational planning been influenced by population growth?
   - 1.3 Have provincial disparities influenced educational planning?
   - 1.4 To what extent has the need for national integration influenced educational planning?
   - 1.5 How has the international environment influenced educational planning within Cameroon?
2. What procedures and methodologies are used in establishing educational plan targets?
   - 2.1 What educational planning approaches -- manpower, social demand, rate-of-return -- are used as the basis for setting plan targets?
   - 2.2 What specific techniques are used in drawing up educational plans?
   - 2.3 What is the statistical basis for educational planning?
   - 2.4 What measures are undertaken to ensure the implementation of educational plans?

2.5 How are plans evaluated?

2.6 What research related to educational planning is undertaken?

3. How is educational planning organized?

3.1 What functions are performed by the different structures?

3.2 Which are the groups involved in the educational planning process?

3.3 Which are the most influential groups?

3.4 What are the social, political, economic and professional characteristics of the different groups?

4. What have been the major problems and obstacles confronting educational planning and educational planners at the national level in Cameroon?

SIGNIFICANCE OF THE STUDY

There is need today to study existing practices of educational planning especially in pluralistic societies, to make decision making more effective, and to supply material for the development of acceptable planning theories. Consequently, it is hoped that the present study will contribute to planning practice and theory.

Contribution to Practice

Educational planning has commonly been associated with the administrative officials of government located in the planning units of ministries of education and whose functions are basically technical: collecting and analyzing information. It is rarely realized that there are other functions involved in the educational planning process

requiring inputs from the environment.

Education is one of the national enterprises with a high number of stakeholders. Individual and group interests combine to shape the goals and objectives which guide educational planning. It is hoped that the outcomes of the educational planning process are a reflection of the needs expressed by individuals and groups in the society. Failures in achieving the intended outcomes have been associated with the incongruence of educational plans, the needs expressed, and the absence of participation of those affected by the plan in the educational planning process (Wildavsky, 1972).

Educational plans are designed to be implemented. Implementation of an educational plan involves a variety of people: school administrators, teachers and non-teaching staff and students. The question has been raised time and again whether those who took no part in developing the plan can implement it effectively (UNESCO, 1970).

Many questions raised about the school systems today have to do with the adaptation and relevance of education to the dynamics of development. This and many similar questions suggest the necessity to search for feasible patterns of participation in the educational planning process to make education more adaptive and relevant (Worth, 1970) to the needs of the individual and society.

A study of the educational planning process can help in identifying the feasible patterns of participation necessary to improve planning practices in Cameroon.

Contribution to Theory

Theory and practice are commonly regarded as mutually exclusive, but it would appear that theory and practice are closely interrelated. Theories originate from a number of observations (Lindblom, 1973). A number of empirical studies yielding similar results provide the basis for acceptable theories, and they are useful in the solution of practical problems. Theories that originate from empirical studies of social phenomena may be said to be more in line with reality and more useful to practitioners -- educators, educational planners -- than those formulated from imagination.

Educational planning and policy making are viewed as more art than science. It would appear that this conception originates from the fact that most theories of planning and policy making do not originate from empirical studies.

Many organizations -- national and international -- have made significant contributions to the theory and practice of educational planning through the number of studies undertaken. Although educational planning and policy making may, at present, be described as the "Science of Muddling Through" (Lindblom, 1973), many more empirical studies, especially those from settings that have successfully developed and implemented educational plans should lead to a more acceptable and applicable theory of educational planning and policy making.

In summary, it is hoped that the present study will make the following contributions:

1. Provide a description of educational planning in Cameroon.
2. Permit the identification of characteristics of the educational

planning process that can be linked to indices of success or failure in educational planning in Cameroon.

3. Permit the development of testable hypotheses about educational planning in Cameroon.
4. Increase the number of descriptive studies of educational planning practices from which scientific theories of educational planning could be developed.
5. Facilitate the search for feasible patterns of participation and methods of decision making to render educational planning more rational, effective and efficient in Cameroon.
6. Reveal vistas for further research in educational policy making, planning and evaluation.

BASIC ASSUMPTIONS

The study is based upon the following assumptions:

1. That the offical documents perused contained the relevant data required to execute the study.
2. That the participants of the study provided the contribution sought and that their responses to interview items were accurate and reliable.

DELIMITATIONS

The study is confined to the educational planning process at the national level in Cameroon between 1972 and 1982. It is delimited to the following variables:

1. The environmental factors initiating and influencing educational planning at the national level in Cameroon.
2. The functions -- decision making, technical, and implementation -- associated with the educational planning process.
3. Structures and actors associated with the educational planning process.
4. The study does not include any planning done at the level of individual public schools or by private agencies operating school systems in Cameroon.

LIMITATIONS

The following factors are identified as constituting possible sources of limitations to the study:

1. The interpretation of data by the researcher.
2. The translation of questionnaire and interview responses from English to French and vice versa.

DEFINITION OF TERMS

Concepts are often smothered in words. To avoid any misconceptions, the following terms are defined as they are used in this study:

Planning Process. A series of actions resulting in decisions. As used in this study, it refers to the functions of goal formulation, plan development, implementation and evaluation.

Plan. An agreed set of decisions for action in the future.

Planners. In this study, the term is used to designate all those involved in the educational planning process at the national level in Cameroon.

Decision Makers. Politicians, ministers and top bureaucrats.

Executive. Minister heading a department of government.

Stakeholders. Individuals and groups with demonstrable interests in education.

Environment. Factors affecting the educational planning process. In this study, it is used to refer to society as a whole -- the people and their values, demands, ideas and goals; social, economic, political, cultural and technical conditions of society having influence on the educational planning process.

Interest Articulation. The process by which individuals make educational demands which may be included in the discussions for educational policy.

Interest Aggregation. The process of converting demands into policy statements.

Resources. Information, techniques, money, and personnel with skills required in the educational planning process.

Goals. Socially desirable educational ideals held by individuals, groups, organizations, institutions and political decision makers by consensus.

Objectives. Specific aims stated in measurable terms.

Structures. Components of a system. It is used in this study to refer to groups, organizations and institutions performing certain roles in the educational planning process. For example, the planning division.

Actors. Individuals serving within formal structures established for educational planning.

Governor. Semi-political administrative officer in charge of a

province in Cameroon.

Prefect. Semi-political administrative officer in charge of a division.

Sub-Prefect. A semi-political administrative officer in charge of a sub-division or district.

Chief. The traditional head of a village or district.

Party. The Cameroon National Union.

Decree. A presidential instrument for communicating decisions and directives and in most cases having the force of law.

Arrete. An instrument for communicating ministerial decisions and directives.

Order. An instrument for communicating decisions and directives of a governor, prefect or sub-prefect.

Decision. An instrument signed by the head of a government department communicating actions taken by his department or a higher government authority.

ORGANIZATION OF THE THESIS

The thesis is organized into eight chapters. The first chapter is an introduction to the study. In this chapter, the purpose, problems, sub-problems of the study are presented. Other sections of the chapter deal with the significance of the study, basic assumptions, delimitation, limitations and definition of terms.

Chapter two is a review of the literature on educational planning to provide a theoretical background to the study. In chapter three, a model for the study of the educational planning process at the national level in Cameroon is developed and the research methodology described.

Chapter four is a description and analysis of the determinants of educational planning in Cameroon. In this chapter, internal and external factors influencing and initiating educational planning at the national level are examined.

Chapter five is a description and analysis of the activities performed in the educational planning process. It is focused on the types of activities, methodologies, approaches and techniques used for goal formulation, target setting, implementation and evaluation of educational plans, as well as on types and sources of information and statistics used.

In chapter six, the structures associated with educational planning at the national level in Cameroon are described and analyzed. Also included in the description and analysis are the actors of the educational planning process, their social, political, economic and educational characteristics, types of planning activities performed, and their relationships, powers and influences in the decision-making process.

Chapter seven is an examination of the obstacles to educational planning as identified by those involved in the planning process.

Chapter eight consists of the summary of chapters four to seven, discussions, conclusions and implications, and recommendations for further research.

CHAPTER 2

REVIEW OF THE LITERATURE

The purpose of this literature review was to identify factors which initiate and influence educational planning, procedures, methods, structures and actors involved in educational planning in order to facilitate the analysis of educational planning at the national level in Cameroon.

DEFINING EDUCATIONAL PLANNING

Various scholars and practitioners define planning generally from particular vantage points. Some scholars and practitioners define planning as a process of decision making (Dror, 1963) while others define it in terms of a sequence of specific activities associated with the planning process (Miklos, 1972). A more concise and probably useful definition of planning is provided by Dahl (1959:340) who defines planning as "a social process for reaching a rational decision", thus qualifying the terms "process" and "decision". Dahl's definition suggests that planning does not only involve a sequence of activities, but also suggests that planning is a collective activity. His definition also suggests that planning decisions, when reached by consensus, are rational.

The requirements of rationality in planning decisions have led some scholars and practitioners to define planning in terms of rationality (Coombs, 1970; Eide, 1974; Branch, 1962). Rational decision making introduces a technical dimension in planning given the characteristics and requirements of the rationality model, namely, information and mathematical calculations (Dye, 1978). From the above characteristics of planning, a similar definition can be derived for educational planning.

For the purpose of this study, the following comprehensive definition of educational planning is proposed: educational planning is a socio-political and technical process involving the assessment of the educational needs of the environment, the identification and refinement of goals and objectives, development of means to achieve them, monitoring the results and revising goals and objectives in order to render education more responsive and adaptive to the needs of the environment.

DETERMINANTS OF EDUCATIONAL PLANNING

Although systematic educational planning is very recent, educational planning, nevertheless, has a long history. Evidence from this long history suggests that educational planning does not just emerge. There are always conditions and concerns which create pressures for educational planning. For instance, "Twenty-five centuries ago, Sparta set up an educational system exactly suited to certain types of military, social and economic purposes." (UNESCO, 1970:27).

The role of education in the development process is widely recognized, hence the current practice of articulating educational development to the general development process, particularly in the developing countries. Evidence from the literature indicates that due to the acknowledged role of education in the development process, many developing countries practise an integrated system of development planning encompassing educational and social and economic development planning (Mwingira and Pratt, 1967; Paiva, 1979).

The following factors were identified in the literature as those creating pressures for educational planning in both the developed and the developing countries: economic growth, social policy, efficient

resource allocation, qualitative improvement in education, political development and external influences.

1. Education and Economic Growth

Economic growth is one of the major goals of almost every developing country. Economic growth is traditionally measured in GNP per capita. Since it is the desire of developing countries to increase GNP per capita, this means that productivity of the economy must increase per capita; if productivity must increase per capita, the productivity of the labour force must increase per capita, it must increase and improve its productive capacity through improved skills and knowledge (Hoffman, 1966; Machlup, 1970). The story of education and economic growth has become the story of manpower development.

Consequently, manpower planning has become an integral part of educational planning. This view helps to explain the emergence of the manpower approach to educational planning. Adams (1971:7) points out that, "Educational planning, particularly a manpower approach to the setting of educational targets provides a precise guide for maximizing the contribution of education to a developing economy."

2. Educational Development and Social Policy

While the interest of economists in educational development originates from their concern for manpower development for economic growth, that of the sociologists originates from the belief that education is an instrument for equalizing life chances for individuals and groups in society. Sociologists point out that existing educational systems serve as agencies for encouraging social and economic inequalities among regions,

cultural groups, social classes and occupational groups. They propose that since it is far more difficult to change the economy or class structures, only educational systems must undergo change. Planning the educational system to achieve the objective of equal life chances has become a common theme (Hurd, 1971).

3. Education and Political Integration

One of the major needs of pluralistic societies is unity and political stability. Discussions on the contribution of education to national development have often neglected this important set of pressures for educational planning. It is hardly recognized as a significant source of pressure. Adams and Bjork (1969:44-45) point out that,

> If steps in education are successfully taken to increase the attachment of people to the national state, governments in their turn will be forced to accelerate actions to advance the process of development.

Kabir (1966) and Tuqan (1975) have explored and discussed the role of education in political development. Kabir underscores the role of education in reducing political diversity in the interest of the total development process. He dwells on the need to adapt the content of courses like history and literature to political needs. Tuqan (1975:49) further discusses the "integrative potential of the school" which should socialize students by "inculcating a sense of national citizenry".

4. Efficient Resource Allocation

The resources available to many nations are insufficient to meet demands of all the services provided by governments. Yet the budgets for education in many countries have greatly been in favour of education.

It is not likely that this situation will continue especially in developing countries. In some developed countries, such as Canada and the United States, there are already cut-backs of funds for education. This is, because,

> education's share of the public budgets is now too high for it to continue to grow at the same rate. Since the social pressure of student numbers is unlikely to diminish, the emphasis must be more and more on efficiency (OECD, 1970:6-7).

The pressure for efficient allocation and use of resources, therefore, makes educational planning imperative.

5. Qualitative Improvement in Education

The need for qualitative improvement in education forms another set of pressures making educational planning even more important, in order to satisfy the needs of students and society. The new emphasis on the qualitative improvement in education reflects the notion of education as an instrument of social change. Miklos (1972:36) points out that adapting education to the needs of students and society requires "reshaping the entire process and the structures which have been developed". Most authorities agree that educational planning "can contribute a good deal by identifying the areas which are more urgently in need of change" (Coombs, 1965).

This set of pressures imposes new tasks on educational planning. These new tasks involve "developing programs which are more closely related to the needs of students and society" (Miklos, 1972:36). Authorities in education and educational planning believe that while previous development of education has emphasized quantitative expansion of the educational system, "the next one must be major selective growth

accompanied by greater adaptation, change and innovation" (UNESCO, 1970: 23).

The allusion to the terms, adaptation, change and innovation is later clarified by UNESCO (1970:46) to mean "the need to give attention to school curricula if education is to be effectively adapted to the demands of socio-economic development".

6. External Influence

Spaulding (1977:63) asserts that, "Educational planning is influenced dramatically by the multi-national and bi-lateral technical co-operation and loan agencies." These influences take two basic forms. The first form of influence is through external aid, and the second through international conferences and symposia on educational development.

External financing forms one of the sources of influence and pressures on educational planning in most developing countries. In most developing countries, educational plans are prepared to support applications for external funding from multi-lateral and bi-lateral sources. Funding agencies in developed countries or international agencies often want to be "satisfied that the proposals under consideration form part of the properly planned development of the educational system and that they can in fact be implemented according to plan" (Mwingira and Pratt, 1967: 31).

Since developing countries are in desperate need of financial resources to finance educational development, they are compelled to undertake systematic educational planning to the satisfaction of external donors and lenders. Some external aid is granted specifically for the purpose of improving educational planning in recipient countries

(Cerych, 1967).

External aid comes with a variety of influences on the educational systems of recipient countries. Most external aid influences the objectives of educational planning in recipient countries. Countries whose objectives of educational planning conform to those of the donors get priority. For instance, an examination of World Bank lending policy reveals that aid can, with exceptions, only be granted to countries where education is based on the following basic principles:

1. Minimum basic education for all
2. Selective further education aimed at improving "quantitatively and qualitatively the knowledge and skills necessary for the performance of economic, social, and other developmental roles" (World Bank, 1974:50)
3. Comprehensive national educational system
4. Equality of educational opportunity.

Although the Bank may not dictate objectives to be pursued by a recipient country, it can create forums for useful and constructive dialogue with a country and may "help to illuminate the choices a country faces and helps it to make better decisions" (World Bank, 1974:61). World Bank education loan policy also provides "support for curriculum development and educational planning and management" (World Bank, 1974: 50).

The World Bank has a co-operative agreement with UNESCO and a staff consisting of economists, educators and other professionals in Paris, to undertake project identification missions in developing countries. According to Spaulding (1977:63),

> Often the results of such missions are incorporated verbatim into national plans. At the very least, they affect directly what is incorporated into the national plan if they have resulted in funds from the agency doing the study.

International conferences and symposia have always served as a source of ideas for planning education in developing countries. These influences are reflected in the educational planning objectives of most developing countries. The broad objectives of such conferences and symposia are always to find ways of using education to solve problems facing many developing countries and to improve international co-operation.

THE PROCESS AND APPROACHES TO EDUCATIONAL PLANNING

1. Stages of the Educational Planning Process

The term "process" suggests that educational planning consists of a sequence of activities. Lyons (1967) and Starling (1979) identify five sequential steps in the educational planning process:

1. Identification of the needs of the environment. This activity amounts to a diagnosis of all facets of the social, economic, political and cultural life of the country concerned, through data appraisal, sample surveys, interest assessment and forecasting.
2. Formulation of goals and definition of objectives which must be consistent with the realities of internal resources and environmental conditions (Granger, 1964).
3. Development of the educational plan based on the internal and external macro-forces and goals and objectives set. It

involves a detailed elaboration of the educational plan in which targets are clearly specified. This stage requires a number of inputs: qualitative and quantitative information, knowledge of appropriate approaches and techniques.

4. Implementation of the plan. There is no plan unless it is intended to be put into effect. The actual implementation of an educational plan requires formal structures, their informal relationships, motivation, control, the provision of incentives and methods of measuring results.
5. Evaluation forms the "final" phase of the educational planning process. The prime purpose of this phase is to ascertain the extent to which the goals and objectives are being achieved or have been achieved. It leads to the recycling of the educational planning process, offering the opportunity of re-examining original goals and objectives and the development of alternative strategies.

Starling (1979) and Banghart and Trull (1973) suggest some methods useful in the evaluation of an educational plan. They include, public opinion polls, anthropological surveys, public hearings, interviews with informed leaders, press content analysis as well as some qualitative and quantitative methods such as experiments, comparisons, information systems, and cost-ratio techniques, among others.

2. Approaches and Techniques of Educational Planning

Four broad approaches to educational planning with their specific techniques are widely discussed in the literature (Ahmad and Blaug, 1973; Psacharopoulos, 1973; Miklos, 1972). They include manpower, social demand, rate-of-return and the qualitative approaches to educational planning. These approaches, by and large, correspond to the economic, social, resource allocation and change objectives of educational planning reviewed in a previous section. Each of these approaches is designed to fulfill specific purposes.

1. Manpower approach to educational planning has as its major purpose, the determination of middle and high level manpower, the required number of which is translated into educational plan targets. Its basic analytical methods are forecasts of the active and inactive populations, inputs and outputs of the educational system and national income (GNP)(Davis, 1966).
2. Rate-of-return is an approach which aims at an efficient allocation of scarce resources, and the determination of the most beneficial direction of educational investments.
3. Social demand approach to educational planning aims at providing education to all those who "demand" it and are "qualified" to benefit from attendance. In other words, the social demand approach aims at providing equal educational opportunity and democratizing education. The basic techniques used are projections of the general population and the school-age populations, as well as forecasts of economic and cultural changes,

4. The qualitative approach to educational planning aims at designing the content of education to provide knowledge capable of solving the numerous economic, social, cultural technological and political problems facing society (Bourgette, 1972). This approach employs a variety of forecasting techniques which aim at understanding the future from the past and the present.

Although the various approaches described above are admittedly useful for the purpose of educational planning, conceptual and technical problems impose a limitation on their usefulness as tools for educational planning (Madan and Skolnik, 1975; Farrell, 1975; Parnes, 1964).

STRUCTURES AND ACTORS FOR EDUCATIONAL PLANNING

1. Structures

Scholars and practitioners point out that the complexity of educational planning has organizational implications (Miklos, 1972). It is possible to hypothesize that success in educational planning depends on the way it is organized. Various models of organization for educational planning are suggested in the literature (Miklos and Bourgette, 1972; Bicanic, 1967; Hayward, 1974).

Miklos and Bourgette (1972:155-159) suggest centralized or decentralized structures for educational planning depending on the setting and on the characteristic features of educational policy. Essentially, the model proposed by Miklos and Bourgette consist of the following guidelines:

1. Educational planning should involve all levels of the educational system.
2. Educational planning should be linked to decision centres.
3. There should be co-ordination of educational planning with general economic and social planning.
4. There should be adjustments in existing structures and processes as educational development grows and educational planning becomes more complex.

Bicanic (1967) bases his structures for planning on the four recognized functions associated with the planning process, namely, decision making, plan elaboration, implementation and evaluation.

Hayward (1974) proposes structures based on participants and communication networks. This model suggests structures consisting of representatives of all groups and institutions in society with communication networks linking them.

2. Actors

The importance attached to education by individuals, groups, institutions and organizations in any given country raises the question of participation in educational planning. Hall (1975:71) views planning as "a confrontation of values, demands and expectations held by different people." Crowson (1975:61) points out that educational planning is "an outcome of groups and interests involved in a power relationship."

Scholars and practitioners of educational planning point out that the success of any educational plan depends on a wide participation in the educational planning process by the representatives of all groups

with interests in education. For instance, Hayward (1974:20) asserts that successful educational planning is one that involves,

> political leadership and other centres of policy leadership, centres of research and expert knowledge, administrative sectors responsible for educational programmes, educational institutions, teachers and teacher organizations, students and student associations, economic organizations, and community and cultural groupings.

Wide participation in the educational planning process does not only ensure success. Wide participation also ensures agreement in common goals and objectives, co-operation between experts and political decision makers, minimization of resistance to change and innovation in education and above all, it ensures that required resources for educational development and planning would be forthcoming.

SUMMARY

This chapter was designed to identify the determinants, procedures and methods, and structures and actors of educational planning in order to provide a theoretical background to the analysis of educational planning at the national level in Cameroon. The following elements form the main conclusions drawn from the review:

1. Educational planning is determined by the general belief in education as an instrument of economic, social, political, cultural and technological development.
2. Educational planning is initiated and influenced by the efficient allocation of scarce resources and the adaptation of the content of education to the needs of the environment -- physical and human -- syndromes.

3. The educational planning process encompasses socio-political and technical dimensions, the former involving society as a whole, and the latter reserved for experts and technocrats with the appropriate technical knowledge for elaborating educational plans.
4. Structures established for educational planning may be centralized or decentralized depending on the setting in which educational planning takes place and on the characteristic features of educational planning objectives. Whatever the structural set-up, it is desirable to involve stakeholders in education. At the macro-level, structures for educational planning should be linked to structures for economic and social planning, particularly where education is viewed as an instrument of economic and social development.
5. Actors in the educational planning process should be drawn from a cross-section of society.

CHAPTER 3

CONCEPTUAL FRAMEWORK AND RESEARCH METHODOLOGY

This chapter presents and describes the conceptual framework and the research methodology developed for studying the educational planning process at the national level in Cameroon.

CONCEPTUAL FRAMEWORK

The literature review in Chapter 2 guided the development of the conceptual framework. The conceptual framework was based on the assumption that educational planning at the national level in Cameroon functions as an open system, since environmental factors interact with the planning system and help to determine the goals, objectives and activities of educational planning. For the purpose of this study, educational planning was viewed as a system consisting of three components: the environment -- economic, social, cultural, political, technological --, process and structures (Figure 1).

1. The Environment

While the environment is, by definition, outside the education system, it is so important that it is considered a part of the planning model. Policies for education formulated by political decision makers and the objectives of educational planning are determined by the perceived needs of the environment. Furthermore, the educational planning system and the environment are interdependent. Changes in the environment invariably lead to responses from the educational planning system. For instance, when there is a surplus or a scarcity of skilled and highly qualified manpower, the educational planning system responds to the situation.

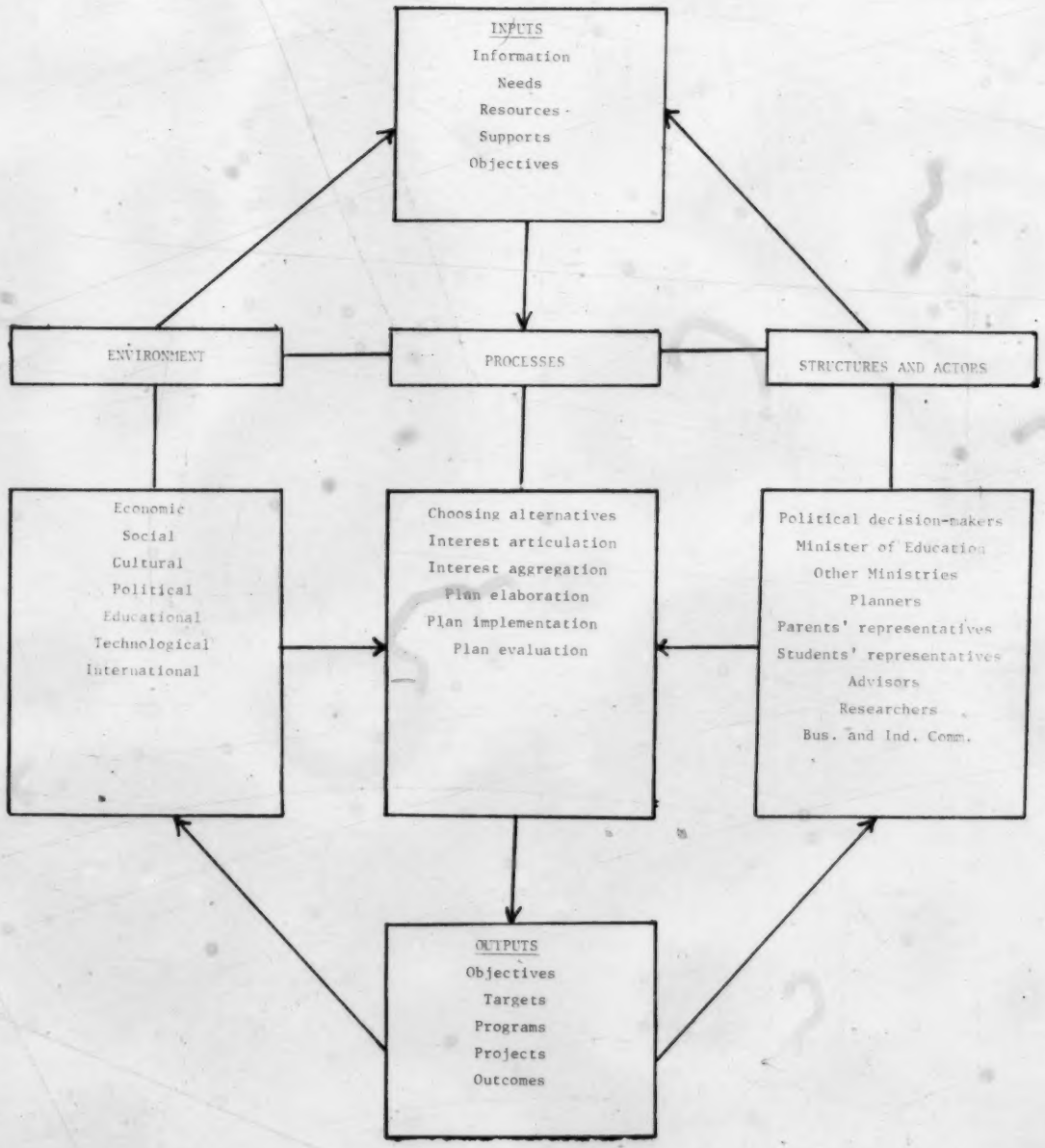

Figure 1. Conceptual Framework for Studying the Educational Planning Process at the National Level in Cameroon

The environment provides the educational planning system with information, resources and supports as well as determining needs and objectives.

2. Process

The inputs from the environment are transformed into outputs through a process of choosing alternatives, interest articulation and aggregation, plan elaboration, implementation and evaluation. The transformation process, thus, involves both socio-political and technical dimensions. Political decision makers formulate policy, a cross-section of society defines specific objectives, and the experts and technocrats in specialized educational planning units elaborate the educational plan specifying the targets which are consistent with defined objectives.

Like all transformation activities, educational planning employs some methodologies and techniques for transforming inputs into outputs. One aspect of this study sought to discover the procedures and techniques employed in educational planning in Cameroon.

3. Structures and Actors

Planning is an activity of all social systems. Consequently, it involves individuals, groups and institutions. The major variables that were considered in a description and analysis of actors and structures were the organization and the persons performing roles in the different structures.

The complexity of planning activities and the number of activities involved require some division of labour. The number and types of

structures were determined by the volume of activities involved, the goals and objectives to be attained, and the specialized knowledge required for the performance of each function of the educational planning process.

The activities of the planning process in Cameroon suggested the structures. In other words, each of the five functions discussed above was assumed to be the responsibility of a particular institution or a combination of institutions. Assuming all the structures worked towards the attainment of common goals and objectives, co-ordination of activities among the different structures was considered. Co-ordination is ensured by a central structure which may or may not be directly involved in the subject being planned.

An important element of the planning process in a social system is human interaction. This element was an important determinant of the achievement of the goals and objectives of the planning system. It was the degree of commitment and communication among planning actors and structures. Adams (1973:46) makes the assumption that "the characteristics and organization of planning groups, and the nature of their participation in the decision-making function, determine the targets of the plan."

Given the above assumption, it was necessary to collect data on the characteristics, organization and the nature of participation of groups associated with the educational planning process. A further assumption was made that the social and personal characteristics of planning actors would affect their functioning as planners. This assumption called for additional data such as tenure of office, educational level, age and socio-economic status of planning groups. These were collected using

questionnaires and interviews.

RESEARCH METHODOLOGY

Research Strategy

The purpose of this study was to provide insight into the educational planning process at the national level in Cameroon. Although educational planning is carried on in Cameroon, not much is known about the processes involved since no studies have so far been carried out. The absence of such studies makes it almost difficult to conduct any study that may seek to establish relationships among any variables or to develop testable hypotheses for more specific studies. To the researcher's knowledge supported by the literature review, the present study is a pioneering research on the processes of educational planning in Cameroon.

The absolute lack of research in the processes of educational planning in Cameroon requires a study which should first provide some general insight as a forerunner for subsequent and more specific research. Simon (1969:52) points out that:

> In the beginning there is description. When one does not know anything about a problem, he must understand it in a general way before beginning to make specific inquiries about specific aspects of the subject.

Although descriptive research lacks the sophistication of other research techniques, it is, however, important as a starting point for any scientific activities. For instance, it is the beginning point in the development of the social sciences. Mouly (1978:181) explains the strength of descriptive research as follows:

> ... more important from the standpoint of its role in the development of the social sciences is the extension of this general overview of the problem to the development of further insight, and eventually to the derivation of hypotheses as to the relationships worthy of investigation under more rigorously controlled conditions.

Data Collection and Instrumentation

Data for the study were collected personally by the researcher in Cameroon. With permission granted by the Cameroon Minister of National Education (Appendix 4) in response to the researcher's request (Appendix 3), ten weeks were spent in Cameroon to collect the necessary data for the study.

The data were collected by a combination of three methods: questionnaires, interviews and document search. The first activity in the data collection process was the collection of a variety of official documents related to educational development and planning in Cameroon. They included Presidential decrees, Ministerial orders, statistical reports, minutes of development (planning) committee meetings, and the draft five-year development plan, 1982-1986. Since this study coincided with the preparation of the fifth five-year development plan which includes education, many advantages were reaped. First, copies of the draft plan, 1982-1986 were made available to the researcher at the Presidency of the Republic of Cameroon. Secondly, the event being still fresh, a possibility of more reliable information emerged from respondents.

The draft plan was in five volumes each dealing with a specific sector or sectors. Only three volumes contained the information required for the present study. The relevant volumes were those dealing with

education and human resource development. Volume one of the plan dealt with the methodologies for preparing the plan and contained a diagnosis of the economic, social and cultural conditions of the country.

Since a draft plan cannot be expected to include the whole spectrum of the educational planning process, a second method -- questionnaires -- was used in collecting required data. A questionnaire consisting of twenty-two closed-ended items (Appendix I) was administered. The closed-ended questions required "yes" or "no" answers, answers from questions providing ready-made alternatives with residual categories termed "others" and responses based on a five-point scale.

No open-ended questions were included in the questionnaire. Rather, the same questions of the questionnaire were rephrased and included in the interview schedule to offer opportunity to respondents to elaborate upon their answers.

Questionnaires were translated into French by the researcher and sent to the Translation Service of the Presidency of Cameroon for correction. They were returned translated before the researcher left for Cameroon.

The questionnaire instrument was pilot-tested in Edmonton. Two professors, three doctoral students from Africa in the Department of Educational Administration, University of Alberta, and five officials of the Planning Unit of the Department of Education, Province of Alberta, participated. The purpose of the pilot-test was, principally, to render the questions free of ambiguity and any excessive difficulty in vocabulary.

Beyond the pilot-testing in Edmonton, no further pilot-testing was deemed necessary in Cameroon since the administration of the instrument was done personally by the researcher. The instruments were completed in the presence of the researcher thus making himself available to the

respondent for any clarification of ambiguous or difficult vocabulary or concepts. Every effort was made to keep vocabulary simple. Respondents were assured confidentiality of information they provide since the data analysis would have to conform to the ethical and professional norms of research.

In preparing the questionnaire, the problem of validity and reliability of responses was given careful thought. A basic approach used to validate the questionnaire responses was the interviews, documents and records obtained from various government departments. It was, however, difficult to validate personal data of respondents such as age. The results of the pilot study convinced the researcher that questionnaire items related to the problem, that no leading questions were included and that they contained no ambiguous or irrelevant questions. Reliability of responses was ensured by modifying the phraseology of questions during interviews and comparing responses each time the question was rephrased. Consistency in responses rendered the response valid in the judgment of the researcher.

Sample

The sample for the study was drawn from a population of individuals and groups identified by the Chief of the Planning Division, Ministry of National Education. This procedure is consistent with the view of Selltiz et. al.(1959:55) who state that "the most direct method of selecting informants ... is to ask strategically placed administrators working in the area one desires to study to point out the most informative, experienced and analytical people."

Through an informal interview with the Chief of the Planning Division, Ministry of National Education, the following structures associated with educational planning at the national level in Cameroon were identified:

1. Village Action Committees (VAC)
2. Rural Development Committees (RDC)
3. Divisional Development Committees (DDC)
4. Provincial Development Committees (PDC)
5. Educational Planning Unit at the Ministry of National Education (EPU)
6. National Planning Commission (NPC)
7. Department of Human Resource Development at the Ministry of Economic Affairs and Planning (HRD)
8. Cabinet of Ministers (CM)
9. Economic and Social Council of Cameroon (ECOSOC)
10. Parliamentarians (MP)

Since the structures, their compositions and activities are regulated by decrees of the President of Cameroon, it was assumed that a sample of respondents drawn from a limited number of provinces, divisions, districts and villages would be appropriate. Three out of the seven provinces were selected, one Anglophone (Southwest) and two Francophone (Central South and Littoral). In each province, one division, one sub-division, one village was selected. The three provinces yielded twelve development (planning) committees. Since each development committee in a province, division, sub-division and village deals with all the sectors being planned, for the purpose of this study only their sub-committees which deal with educational development were included in the sample. In

each sub-committee, three members were selected, often the chairman, secretary and a third member.

In the judgment of the researcher, the present study does not warrant any probability sampling since no generalization of findings or inferential statistics are involved. Consequently, respondents were selected on the basis of their involvement in the planning process, their availability, their knowledge of planning activities, and the period they have served in various development (planning) committees.

Respondents from the national structures associated with the planning process at the national level in Cameroon were selected as follows:

1. Ministry of National Education. Ten officials were selected. One senior official was selected in each relevant department or section of the Ministry of National Education: Scholarships, Statistics, Guidance and Counselling, School Mapping, and Planning; Elementary and Nursery Education, Technical and Professional Education, Private Education and Higher Education.
2. Department of Human Resource Development, Ministry of Economic Affairs and Planning. Two senior officials.
3. Economic and Social Council of Cameroon (ECOSOC). Two members.
4. Parliamentarians. Two members of Parliament.

The sample drawn from all the structures involved in the planning process at the national level in Cameroon consisted of a total of fifty-two respondents.

Data Analysis

The nature of the data collected determined the method of analysis. Documents providing the relevant information for the study were subjected

to content analysis and the data obtained were classified according to predetermined categories based on the problems delineated for investigation.

Interview responses were classified according to common elements reflecting the major questions of the problem statement in Chapter 1 and incorporated into a narrative description. Some responses were presented in summary form or transcribed verbatim, while some were presented in the form of excerpts.

Data collected through questionnaires were analyzed using basic descriptive statistics. Most of the data were reduced to percentages of responses and presented in the form of frequency tables, while others were interpreted and incorporated into the narrative descriptions according to the questions to which they refer.

SUMMARY

This chapter described the conceptual framework and research methodology for studying educational planning at the national level in Cameroon. Educational planning in Cameroon was viewed as an open system interacting with, influencing, and being influenced by the economic, social and cultural environment. Three components of the educational planning system -- environment, processes and structures -- provided the frame of reference for the description and analysis of educational planning in Cameroon.

The research methodology -- instrumentation and data collection and analysis -- was guided by the conceptual framework. Data were collected only on the components identified in the conceptual framework. Given the research strategy, the method used in analyzing data was descriptive.

CHAPTER IV

THE ENVIRONMENT OF EDUCATIONAL PLANNING IN CAMEROON

Given the interaction of the environment and the educational planning system and the role of education in the development process, this chapter identifies and describes the environmental factors acting as pressures for educational planning in Cameroon. To place this and the subsequent chapters in perspective, it is appropriate to present the contextual setting of the study. Correa (1969:1) suggests that:

> An appropriate analysis of educational planning ... should begin with a conceptual description of society as a whole and the place of education in it ... to see in the proper perspective items such as population, education, polity or economics and the interrelations among them ... to ask questions about social development, and educational planning for social development.

CONTEXTUAL SETTING

A Historical Conspectus

Cameroon has passed through three colonial administrations: German (1884-1918), British and French (1919-1960). Between 1919 and 1960, the former German Cameroon was divided between the British and the French, the British administering about one-fifth and the French about four-fifths. Technically, Cameroon was not a British or French colony. In reality, after the First World War, Cameroon was a territory belonging to the League of Nations which in 1945 became the United Nations, but was administered by Britain and France as mandated territories (1919-1945) and as trust territories (1945-1960), on behalf of the League of Nations and the United Nations, respectively. Cameroon became independent in 1961 as

the Federal Republic and in 1972, the United Republic (Tabot, 1980).

During the period 1884 to 1960, the pattern of educational development in Cameroon was determined by the different colonial administrations and conformed to the colonial policy of each administration. The German educational policy in Cameroon was influenced by economic exploitation that of the British by indirect rule and that of the French by assimilationist tendencies (Tabot, 1980).

Consequently, the Germans emphasized vocationalism in educational development, while the French and the British favoured classical education. There exists some evidence that, during the period of British and French administrations, educational development was based on manpower needs in Cameroon (Tabot, 1980:72). The French developed educational systems in their colonies making sure the number of graduates did not "exceed the number of jobs available for educated people" (Carnoy, 1974:140).

The "civilizing" mission concept constituted a driving force in the development of education in Cameroon by the different colonial administrations (excepting the Germans), assisted by missionary societies. Colonial administrations and missionary societies did not experience any pressures originating from social demand for education since the local people had not realized the full import of education. Thus, "social supply" anticipated social demand for education.

To summarize, educational planning during the period under review was determined by the needs of colonial administrations and by the civilizing mission (cultural development) concepts of missionary societies. It was paternalistic, being the responsibility of colonial administrators and missionaries, with no participation of the local people or natives. Although the colonial administrations recognized the role of education as

a vehicle for economic, social and cultural development, the colonies concerned were not the referents.

Since educational planning did not involve the people of the administered territories, no experience in planning was acquired by the local people at independence. For instance, as noted in Chapter 1, Cameroon relied for the preparation of the first five-year national development plan on two French consulting firms. It is reasonable to assume that the environment of educational planning in Cameroon in the years 1884 to 1966 exerted little or no influence on the educational planning system.

The Cultural Framework

Like all other African countries, Cameroon is made up of numerous ethnic and tribal groups, some of which by virtue of their numerical strength, hard work and other circumstances are more developed and influential than others. In the past few decades, lowly developed ethnic and tribal groups have been striving for equal development through education. Education has, thus, become a source of hope and progress with corresponding interest in the educational planning process.

Cameroon exhibits great cultural diversities. The northern part of the country is predominantly Moslem. At independence, this was one of the most underdeveloped regions, where Western education had had little or no impact, the people preferring Moslem education which is virtually devoid of any elements of modernization. This part of Cameroon has long remained without educated elites (in the Western sense). In recent years, people of northern Cameroon have come to realize the importance of educated elites in the development of their region. Their interests in educa-

tion and the way education in Cameroon is planned has correspondingly increased.

The southern part of Cameroon has benefited from educational development through Christian Missionary Societies since the second half of the nineteenth century. Consequently, there exists a greater number of educated elites in the south than in the north of Cameroon. The resulting disparities in education and development between the two regions have warranted the introduction of balanced development policy in Cameroon in the area of educational development.

By a conspiracy of history, Cameroon consists of anglophone and francophone regions and populations, having passed through the British and French colonial administrations. From the standpoint of economic, social and cultural development, the francophone regions are more developed than the anglophone regions. Education has come to be viewed by political decision makers and development planners in Cameroon as one of the important sectors with a potential for introducing a balanced development across the country. It is the conviction of educational planners in Cameroon that, if educational planning does not take regional and cultural disparities into account, inequalities in socio-economic progress and social differentiation will be aggravated.

The Economy

The growth of the economy determines educational development; educational development is one of the agents of economic growth through the supply of adequate and qualified manpower in the productive process. Cameroon has, in the last ten years, been planning for the growth of all sectors of the economy. Table 1 shows the growth rate of the GDP from

Table 1

Growth of the GDP
(thousand million francs at current prices)

SECTOR	1974/75		1975/76		1976/77		1977/78		1978/79		1979/80	
	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%
Primary	193.7	38.8	220.8	38.8	259.7	38.8	305.4	38.1	359.2	37.1	404.4	34.8
Secondary	85.8	17.2	104.8	18.9	133.2	19.6	149.9	18.7	207.4	21.4	276.8	23.9
Breakdown:												
- mining industries	2.3	0.4	2.0	0.3	3.2	0.5	4.2	0.5	23.2	2.4	52.6	4.5
- manufacturing industries	56.2	11.3	67.5	11.9	77.7	11.4	87.4	10.9	101.9	10.5	123.0	10.6
- building and public works	21.6	4.3	28.6	5.0	42.2	6.2	46.6	5.8	68.0	7.0	84.4	7.3
- power	5.7	1.2	6.7	1.7	10.1	1.5	11.7	1.5	14.3	1.5	16.8	1.5
Tertiary	219.5	44.0	243.6	42.3	286.3	42.2	346.2	43.2	402.7	41.5	478.4	41.3
Breakdown:												
- hotel trade	93.3	18.7	107.2	18.8	126.8	18.7	154.1	19.2	183.5	18.9	202.3	17.4
- transport, communications	49.6	10.0	55.1	9.2	57.7	8.1	65.9	8.3	77.6	7.9	90.0	7.9
- services	76.3	15.3	81.3	14.3	104.8	15.4	126.2	15.7	142.1	14.7	186.1	16.0
GNP	499.0	100.0	569.2	100.0	679.2	100.0	801.5	100.0	969.8	100.0	1,159.6	100.0

Source: 5th Plan, Vol. I, 1981

1974 to 1980 (5th Plan, Vol. I, 1981).

Table 1 shows a decreasing rate of growth in GDP for the primary and the tertiary sectors of the economy, while the secondary sector has been showing an increase. Although the primary sector has recorded decreases since 1974, agriculture continues to be the mainstay of the economy. In the secondary sector, mining industries show the highest growth in GDP due to rapid expansion. In the tertiary sector, only services show an increase in the growth of GDP during the period 1974 to 1980.

From the above data, it can be hypothesized that funds for educational development will experience a corresponding decrease, thus forcing educational planning to aim at efficiency in the operation of the educational system. Any adverse effect on educational development will affect the supply of qualified manpower and unqualified manpower will further adversely affect the growth of GDP.

According to the 1976 census, the labour force in Cameroon totalled 3 million as represented in Table II.

The distribution of the labour force in Table 2 reflects the level of development of the Cameroonian economy. Most of the people are engaged in farming, stockbreeding, forestry, fishing and hunting (74.4 per cent). On the other hand, members of the legislative corp and officials of the public service constitute only 0.1 per cent of the total labour force. Since much of the labour force is self-employed and given the level of education of this category, it is reasonable to assume that, the Cameroonian economy suffers from a low level of modernization. Workers of this category consist largely of illiterates and semi-literates (5th Plan, Vol. V, 1981).

Table II

The Distribution of the Labour Force According to Occupational Categories

OCCUPATIONAL CATEGORY	NUMBER	%
Personnel of the scientific, technical and liberal professions, and allied jobs	76,425	2.5
Members of the legislative corps and senior officials of the public service	3,057	.1
Administrative personnel and others ranking as such	58,083	1.9
Commercial personnel and vendors	97,824	3.2
Workers specialized in hotel trade and catering services	61,140	2
Farmers, stockbreeders, foresters, fisherman and hunters	2,274,408	74.4
Workers and non-agricultural labourers, drivers of transport vehicles	348,498	11.4
People looking for work for the first time	137,565	4.5
TOTAL	3,057,000	100

Source: Department of Planning, 5th Plan, June 1981

Table III

Distribution of wage earners of the private and semi-public sectors according to nationality, category and sex in 1980/81

OCCUPATIONAL CATEGORY	Cameroonian		Foreigners		Total
	Male	Female	Male	Female	
1. Category 1 General labourers	23.9	14.62	12.32	-	22.72
2. Semi-skilled labourers	16.17	12.31	5.47	-	15.56
3. General workmen/employees	15.27	10.46	6.77	.62	14.72
4. Semi-skilled worker/employees	21.19	22.44	7.19	2.89	20.67
5. Qualified workers/employees	12.01	16.81	2.23	5.68	11.80
6. Highly qualified workers/employees	4.48	11.32	1.63	5.57	4.66
7. Supervisory grade employees/ junior technicians	3.11	4.20	.53	4.13	3.07
8. Supervisory grade employees/ confirmed technicians	1.95	4.24	4.42	22.50	2.20
9. Foremen/senior technicians	.98	2.92	11.77	19.81	1.52
10. Senior staff/junior engineers	.91	1.27	16.56	24.04	1.58
11. Senior staff/confirmed engineers	.20	.10	10.95	4.13	.60
12. Senior managerial staff/super scale	.14	.05	20.16	10.63	.90
T O T A L	100	100	100	100	100
Absolute Numbers	288,378	13,062	11,587	973	314,000

Source: Department of Planning, 5th Plan, June 1981

The distribution of the working population in the private and semi-public sectors of the economy (Table III) according to occupational categories shows that there were 314,000 workers of which 12,860 were foreigners (5th Plan, Vol. V, 1981). Table III reveals that foreigners dominate in the technical, engineering and senior managerial levels of the occupational categories of the private and semi-public sectors of the Cameroonian economy since they are generally more qualified by virtue of their education and training. Evidently, the data from Table III have implications for educational planning in Cameroon.

Table IV shows the distribution of civil servants in the public service. From the Table, education has the highest number of civil servants (37.16 per cent) while the financial sector has the lowest number of civil servants (7.19 per cent)(5th Plan, Vol. V, 1981).

Table IV

The Distribution of Civil Servants in the Public Service in 1980 (in percentage)

SECTOR	PERCENTAGE
Education	37.16
Technical	22.42
Administrative and Legal	16.85
Medical and Social	16.38
Financial	7.19

Mean per capita income in Cameroon was estimated in 1981 at about 187,000 francs CFA (US $1 = 300 Fr CFA)(5th Plan, Vol. I, 1981). There, however, exist considerable disparities in income distribution. Farmers earn considerably less than wage-earners while wage-earners in the public sector earn a little bit less than those in the private sector. By virtue of their training and education, the salaries of foreigners are generally higher than those of the nationals. The low income of farmers may explain the cause of rural exodus and the appeal for jobs in the urban areas.

Unemployment in Cameroon was estimated at 6.2 percent in 1976. It affects mostly the 6-50 years age-groups in both the rural and urban sectors. Among the 6-14 years age-groups, 90.6 per cent are employed in the rural areas while 66.7 per cent are employed in the urban sector. For the 15-50 years age-groups, 95.8 per cent are employed in the rural while 87.9 per cent are employed in the urban areas. More people aged 60 years and above work in rural sectors (98.4 per cent) and 95.6 per cent are employed in the urban areas (5th Plan, Vol. V, 1981).

There are more employed people aged 60 years and above in urban areas (95.6 per cent) than those aged 6-14 years in the same areas (66.7 per cent). But in the rural sectors, people aged 60 years and above (98.4 per cent) work while 90.6 per cent of the 6-14 years age-groups work (5th Plan, Vol. V, 1981).

Population

The census of 1976 estimated the population of Cameroon at about 7.6 million, spread over an area of 465,458 square kilometres yielding a population density of 16.5 inhabitants per square kilometre. The population is unevenly distributed between the urban (28.6 per cent) and the

rural (71.4 per cent) areas (5th Plan, Vol. I, 1981).

The population structure shows that the population of young people below 15 years of age is about 42.8 per cent of the total population. In 1976, two-thirds (64.8 per cent) of children aged 6-14 were attending school. At the primary school level, 68.8 per cent of boys and 61.0 per cent of girls enrolled. Among the age-group between 15 and 19 years of age, 33.3 per cent were enrolled in secondary schools.

Although the population in the rural areas exceeds that of the urban areas, school attendance in the latter is higher than that in the former. But for the age-group 6 to 14 years of age, attendance is higher in the rural (58.4 per cent) than in the urban (31.9 per cent) areas (5th Plan, Vol. I, 1981).

Administrative and Political Structure

Cameroon is divided into seven provinces, two anglophone and five francophone. Each province is divided into divisions, each division into sub-divisions, and each sub-division into districts or villages. The province is headed by a governor; the division, by a prefect; the sub-division by a sub-prefect, a district by a district head and a village by a traditional ruler or chief. All ministries have services located in each of the administrative divisions. These constitute the technical structures.

All the technical government departments have their respective heads, but they are subordinated to the administrative heads of the administrative divisions -- governors, prefects, sub-prefects and district heads -- who are semi-political leaders and who are charged with the overall administration of their respective areas of jurisdiction in all matters

having to do with social, cultural, political and economic activities. These semi-political leaders organize and preside over the development (planning) committees.

Parallel to the administrative structures are the party structures. Since 1966, Cameroon has been a single party state. The Cameroon National Union (CNU) has as one of its missions the promotion of the economic, social and cultural interest of the Cameroonian people and serves as a forum for elaborating general policy guidelines and programmes of action to be proposed to government.

The aims and declared mission of the party provide the basis for its preponderant role and participation in the preparation of the national development plans which include education. The party participates in the formulation of policies for education and constitutes a powerful source of influence and demands which are translated into development policies.

The party is organized at the village, district, sub-divisional, divisional, provincial and national levels, corresponding to the administrative divisions described above. It is sub-divided into ancillary organs corresponding to the male, female and youth populations of the country. Each organ at each of the administrative divisions is headed by an elected executive comprising presidents, vice-presidents, secretaries, education and publicity officers, treasurers, advisors and dispute officers.

The roles of the above structures in the educational planning process are discussed in detail in Chapter 6.

The Educational System

History has bequeathed to Cameroon two systems of education inherited from the British and the French. The British model still persists in the two anglophone provinces formerly under British administration and the French system, in the five francophone provinces formerly under French administration. Although Cameroon has been making efforts to forge a purely Cameroonian system, vestiges of the systems of the two former colonial administrations remain potent.

Although kindergartens are emerging, basically, education in Cameroon begins at the primary school level with the academic ladder leading to university through particular streams. No hard and fast rules, however, exist for compelling students to follow particular streams to university. A few secondary schools are terminal. Students from these schools enter the labour market on completion of the courses or programme.

In the francophone provinces, the duration of primary education is six years leading to the award of a first school leaving certificate (CEPE). Pupils may enter primary school at five or six years of age.

Secondary education lasts for four or seven years depending on the objective of the school and the choice of the student. Four-year secondary schools are terminal in most cases. Generally, the four-year secondary school constitutes the first cycle of the seven-year secondary school programme. Successful completion of the four years entitles the student to an interim secondary school certificate (BEPC). After the BEPC, a student may elect to continue or drop out.

The second cycle of secondary education lasts for three years after the first cycle which lasts for four years. Successful completion of the

next three years after the first cycle entitles the student to a high school certificate (the Baccalauréat) in a particular area of specialization such as arts, humanities or the physical and natural sciences. The secondary schools just described are usually designated as general secondary education, the high school certificate leading to university entry.

Technical secondary schools follow a similar ladder. The duration of technical secondary schools is seven years. But like general secondary education, there is a terminal four-year technical secondary education programme lasting four years and leading to the award of a certificate of professional aptitude (CAP). A successful completion of a further three years entitles the student to the award of a high school technical certificate which is acceptable for entry into the university Advanced School of Polytechnic.

The four-year general secondary education and technical education programme may form separate educational institutions or may be integral parts of the seven-year general or technical secondary educational institutions.

The past few years have witnessed great interest in vocational education to help curb rural exodus and to reduce unemployment. Consequently, secondary institutions for rural artisans and home economics training have emerged. The programmes last for two years. Students are drawn from the primary schools. The rural artisan schools are co-educational while the home economic schools are designed to provide girls with practical training in domestic economics.

Admissions to all types of secondary schools are subject to success at competitive entrance examinations.

In the anglophone provinces, the duration of primary education is seven years leading to the award of a first school leaving certificate (FSLC). Children enter at the age of five or six years.

Secondary education lasts for five and seven years, respectively. The five years correspond to the first cycle leading to the award of the General Certificate of Education (GCE) Ordinary Level while the second cycle lasts for two years successful completion of which entitles the student to the General Certificate of Education, Advanced Level, acceptable for direct entry to university.

Children from all parts of Cameroon may attend any educational institution in any part of the country. But language problems do not, at present, render such attendance possible. Nevertheless, in the interest of national integration, bilingual secondary schools have been under experimentation since 1963, with some success. Bilingual primary schools are also in a stage of experimentation. There is a likelihood that bilingual educational institutions may become a national fact only in a generation or two. Kindergarten may probably render this objective attainable.

At the apex of the educational system is the one university of the country, with its professional schools, and other post-secondary institutions without university status. The University has three faculties: Law and Economics, Arts and Social Sciences and Sciences. Professional schools of the university include, the Institute of Business Administration, the Advanced Teachers' Training College, National Advanced School of Agriculture, University Centre for Health Sciences, Higher International School of Journalism, the National Advanced School of Polytechnic and the School of International Relations.

Admission to the faculties requires a high school certificate (GCE Advanced Level or the Baccalauréat). Admission to the professional schools requires a high school certificate and success at a competitive entrance examination. Some schools of the university are virtually post-graduate institutions and require a first degree and success at a competitive entrance examination or special selection. These include, the School of International Relations and the Advanced Teachers' Training College. However, the first cycle of the Advanced Teachers' Training College admits students on the basis of a high school certificate and a competitive entrance examination. Graduates of the college are qualified to teach at the secondary school level. Students are admitted on the basis of a secondary school certificate and success at a competitive entrance examination.

Other post-secondary institutions designed for the training of government personnel and senior civil servants exist. Examples include the National School of Administration and Magistracy, the Advanced School of Youth and Sports, the Advanced School of Posts and Telecommunications, the Institute for Demographic Training and Research and others. Admissions are based on the possession of a high school certificate or a first degree. In most cases, the potential student must be a civil servant engaged in work related to the area of training. The magistracy section of the National School of Administration and Magistracy requires a Law degree.

By a recent action of government, the university has been decentralized with campuses created in four provinces. In some cases, the location of a school or faculty is based on a link between the programme offered and the economic activity of the location, availability of

appropriate facilities or suitability of the location for experimentation. The decentralization of the university reflects the declared policy of the government and party for equal and balanced development of all regions of the nation. This action may also be viewed as a response to the incompatibility of centralization of educational institutions and the size of the country, and the government policy of bringing facilities nearer the people.

Since the different campuses are not autonomous in the granting of diplomas and setting final examinations, they will continue to be parts of the mother institution. It is not yet known if the different campuses will be granted the statuses of university colleges affiliated to the mother university. The decentralization process is not yet completed; it is premature to discuss their anticipated structures.

THE CONTEXT OF EDUCATIONAL PLANNING IN CAMEROON

This section reports the findings on the context of educational planning at the national level in Cameroon. The findings are the results of data collected through questionnaires, interviews and through official documents. The focus of this section is on the factors determining and influencing educational planning at the national level in Cameroon.

From the questionnaire responses (Question 12, Appendix I), the following factors determining and influencing educational planning at the national level in Cameroon were identified: manpower requirements, population growth, social demand for education, external financing, regional disparities and national integration. Table V presents results of the responses.

The responses in Table V reveal the sources of pressures for educa-

Table V

Respondents' Views on the degree of influence of Factors Determining and Influencing Educational Planning in Cameroon (in % responses)

n = 52

Degree / Factors	Very Much	Much	Some	Not Much	Not Very Much
Manpower Requirement	80	7	6	5	2
Population Growth	72	10	3	9	6
Social Demand for Education	69	16	6	8	2
Regional Disparities	65	6	8	11	10
National Integration	63	10	7	17	3
Unemployment	61	37	2		
External Financing	12	22	69	1	6
International Conferences, Seminars	2	8	15	65	10

tional planning at the national level in Cameroon. In terms of frequencies of response, Manpower Requirement exercises the greatest influence and constitutes the highest determinant (80 per cent), followed by Population Growth (72 per cent), Social Demand for Education (68 per cent), Regional Disparities (65 per cent), National Integration (63 per cent) and Unemployment (61 per cent).

Information obtained through interviews and from official documents are consistent with the questionnaire responses.

Manpower Requirements

Presidential speeches and policy statements include portions emphasizing the need for qualified manpower in the development process and the role of education in supplying it. For instance, in his General Policy Report of February 1980, attention was drawn by the Head of State to the need "to reform our educational system by adapting it to the requirements of national development" (General Policy Report, 1980:55). In his opening address to the National Assembly on the occasion of discussing, debating and approving the fourth five-year development plan, the President underscored the fact that "education and training constitute an important element in the process of our economic and social development" (Fourth Five-Year Development Plan, 1976:8).

The above quotation emphasizes a link between education, training and economic and social development. There is an awareness by the Cameroonian educational planners in the Planning Division of the Ministry of National Education that planning constitutes the means by which such a link can be effected, "in order to respond to the economic needs of the country" (Nzengue, 1980:3). Consequently, one of the most important

objectives of educational planning is the satisfaction of manpower requirements of the economy.

The need for developing and utilizing the nation's labour force in the primary, secondary and tertiary sectors of the economy "justifies the enormous efforts made in the spheres of education and training" (5th Plan, 1981:1005). For education to accomplish the objective, it must be adapted to job opportunities by drawing up appropriate school programmes which meet the needs of available jobs.

According to the fifth Five-Year, Economic, Social and Cultural Development Plan, manpower in Cameroon is lacking in the areas of industrial techniques, electronics and electricity, chemistry and related disciplines; commerce, bookkeeping, management, finance, analytical accounts; arts (decoration and drawing); agriculture and stock-farming, textile and leather industries, health and nutrition, piloting, hotel trade, driving, industrial safety, and hygiene and signaling.

Table VI shows the expected manpower needs in the Cameroonian economy in the next five years, 1982 to 1986. The Table reveals that manpower requirements will rise by 7.5 per cent in 1986 in the secondary (manufacturing) sector and 5.1 per cent in the tertiary (service) sector.

Similarly, the labour force in the public sector is estimated to increase by 8.0 per cent (Table VIa). In the public sector, the increases in manpower needs in the technical and education services are expected to be 8.6 and 8.5 per cent, respectively, while those in the financial, medical and administrative sectors will rise by 7.5, 7.0 and 7.0 per cent, respectively.

Increase in manpower is viewed as "pre-requisite for the development of economic activities" (5th Plan, Vol. IV, 1981:1011). The manpower

Table VI

Estimated Growth of Manpower Needs

Year / Sector	1980/81		1985/86		Growth Rate
	Number	%	Number	%	%
Primary (modern wage-earner)	103,600	33.0	125,000	30.5	3.8
Secondary	97,400	31.0	140,000	34.1	7.5
Tertiary (except government services)	113,000	36.0	145,000	35.4	5.1
T O T A L	314,000	100.0	410,000	100.0	5.5

Source: 5th Plan, 1981:1013

Table VIa

Foreseeable increase in numbers in the various corps of civil servants

Order	Year / Sector	1980/81		1985/86		Increase Rate
		Number	%	Number	%	%
1	Educational	15,400	37.2	23,180	38.0	8.5
2	Technical	9,274	22.4	14,030	23.0	8.6
3	Administrative and legal	6,955	16.8	9,760	16.0	7
4	Medical and social	6,790	16.4	9,760	16.0	7
5	Financial	2,980	7.2	4,270	16.0	7.5
T O T A L		41,400	100	61,000	7.0	8

Source: 5th Plan, Volume IV, 1981:1016

requirements in the different sectors reveal greater need for technical, vocational and professional education. The present plethora of technical, vocational and professional schools in Cameroon is viewed as a means of responding to the needs of the economy and the adaptation of education to the available jobs in the various sectors of economic life.

Population Growth and Social Demand for Education

The second major source of pressure for educational planning is population growth. As the population of school-age children grows, social demand for education is increased. The chief of the Planning Division in the Ministry of National Education revealed that one of the major factors determining and influencing educational planning in Cameroon is "the rapid increase in schoolgoing population, the high increase in the social demand for education, and the increasing number of school-age population" (Nzengue, 1980:2).

One of the declared policies of the government and the party is to provide education to all Cameroonians, hence the virtual free education in Cameroon. According to the fifth five-year plan, the population of the young will continue to increase problems relating to education and training. The Cameroonian decision-makers and planners are aware that planning provides the means to come to grips with the problems.

Regional Disparities

Regional disparities manifest themselves in the economic, social and cultural life of the country. The Cameroonian authorities seem to recognize the role of education in reducing imbalances between urban and rural areas, among provinces, between adults and youths, males and

females. Consequently, government policy is to provide an educational infrastructure across the country. As part of this policy, the fourth five-year development plan envisages "the opening of a high school in the chief-town of every division and a general education college (four-year programme) in each subdivision" (Ahidjo, 1980:52).

The Chief of the Planning Division of the Ministry of National Education is of the opinion that "the burden of reducing regional inequalities, thinking how the supply of education will lead to a certain balance in the system, lies on educational planning" (Nzengue, 1980:3). This statement suggests that, one of the concerns of educational planning in Cameroon is the reduction of regional inequalities.

A recent concrete expression and implementation of the policies of equal development in the educational sphere has been the decentralization of the only university in the country. Campuses of the university have been designated across the country.

National Integration

National integration continues to be emphasized by political decision makers in Cameroon. The history and cultural composition of the country makes this necessary. Every speech pronounced by the Head of State and other political leaders emphasizes this aspect of national reality. The General Policy Reports preceding the preparation of every five-year economic, social and cultural development plan have often dealt extensively with the subject of national integration and the role education should play in it.

Two recurring themes in the general policy reports are bilingualism and the harmonization of school syllabuses and examinations. Bilingual-

ism is viewed as an instrument through which national unity can be achieved, local particularism reduced and employment opportunities equalized. Similarly, harmonization would enhance national unity if uniformity is introduced into the education syllabuses and examinations presently used and conducted, respectively, in the English- and French-speaking provinces of Cameroon.

At present, only the university and experimental bilingual secondary schools have been designed and planned as a response to the needs of national integration. Successive policy reports view the university as a centre for the evolving new Cameroonian culture whose role is "cementing national unity and transforming attitudes ... in the assertion of our national personality" (General Policy Report, 1980).

The policies for bilingualism are translated into specific programmes for the educational system. The university, Advanced Teachers' College (ENS) trains teachers to teach across the country, both in the anglophone and francophone school systems. The two languages -- English and French -- form important and compulsory components of the secondary school curriculum across the country. Experiments are also underway in the nursery and primary school levels across the country.

The establishment of bilingual secondary schools using English and French as languages of instruction, a common curriculum and examinations since independence and reunification in 1961, represents the most concrete example of educational planning for national integration.

Unemployment

Sixty-one per cent of the respondents for this study indicated unemployment as a source of pressure for educational planning. According

to the 1976 census, unemployment in Cameroon was 6.2 per cent affecting mostly the urban centres and the population of the young. Cameroonian decision-makers and planners attribute unemployment to inadequate vocational, technical and professional skills and rural exodus. It is believed that the choices of programmes made by students are incompatible with the requirements of the employment market. Most students of the general secondary education stream and graduates with general academic degrees from the university, especially those from the faculty of Arts and Social Sciences, do not pursue vocational, technical and professional education. Rather, they proceed straight to the job markets to find that their qualifications do not meet the demands of the labour market.

Consequently, the fifth five-year education plan envisages emphasis on vocational, technical and professional education for students with academic qualifications which are not backed by vocational, technical and professional training. The ultimate objective of the Cameroonian educational planners is to provide the types of education that will make graduates self-employed at least in the short term; "people graduating from various educational courses must not automatically become job-seekers but also potential creators" (5th Plan, Vol. IV, 1981:1006).

Unemployment is aggravated by the movement of the young to urban centres in search of employment. Most educational institutions are located in urban centres where employment is also expected to be found by graduating students. Students from schools in urban centres tend to stay in these centres rather than return to rural areas where they come from and where no employment exists. The present policy of creating colleges of technical education constitutes a measure for reducing unemployment in urban centres. The assumption here is that graduating students from

these schools will remain in those areas.

Similarly, the creation of schools for artisans and home economics in rural and sub-urban areas is calculated to arrest unemployment at least for a while. Since the number of primary school leavers entering secondary schools is small relative to the number graduating at that level every year, the reform designed to ruralize primary education has become a permanent government programme under IPAR (the Pedagogical Institute for the Ruralization of Primary Education). The ultimate aim is to keep primary school leavers who cannot have places in secondary schools in the rural areas. The programmes for the ruralization of primary education emphasizes agriculture, manual work and crafts, besides the traditional three Rs (Arithmetic, Writing and Reading), history, geography and civics.

Most of the respondents interviewed expressed skepticism over the success of the programme. They expressed doubts as to how the ruralization of primary education can be used to reduce unemployment, given the high rate of social demand for post-primary and post-secondary education. The fifth five-year development plan for Cameroon takes cognizance of this problem. To ensure the success of the ruralization of primary education, all levels and types of education must undergo reform under the fifth five-year education plan.

Although unemployment at present in Cameroon does not affect qualified teachers, there exists a situation of voluntary unemployment among teachers who refuse transfer to rural areas. The fifth five-year education plan proposes measures to encourage teachers. The fifth five-year education plan states inter alia:

> Measures would be taken ... to provide incentives to the teaching profession. It shall be necessary to consider the condition of teachers deployed to isolated and frontier areas and to regions where living conditions are particularly difficult.

External Influence

The findings on the external influence on educational planning were contradictory. The questionnaire and interview data indicated little external influence while official documents indicated considerable influence.

From the questionnaire and interview responses, external influence on educational planning in Cameroon appeared minimal. Twenty-two per cent of the respondents who completed the questionnaire indicate much external influence while 69.0 per cent indicated some influence originating from external financing of educational development in Cameroon through bilateral and multilateral agencies. To obtain another perspective on the nature of influence from the external environment, official documents were perused in the offices of representatives of the bilateral and multilateral agencies in Cameroon.

External influence on educational planning in Cameroon takes three major forms. These are external financing, direct involvement of experts in planning, and international seminars and conferences.

Cameroon benefits from a number of external sources for financing educational development. Some of these include the World Bank, UNESCO, European Development Fund, and various developed countries the most important of which are France, USA, Canada, Germany, and the United Kingdom (Ministry of National Education, 1980). Some of the conditions laid down by lenders and donors compel the borrower to produce a proper

plan for educational development. Although the plan to support loans and aid may be made by Cameroon in terms of national objectives, they must also be acceptable to the donors and lenders.

Cameroon has been a beneficiary of World Bank loans since 1969. An agreement signed between Cameroon and the World Bank for a ten million dollar loan for the financing of Cameroon educational development stated the following conditions:

> The borrower shall strengthen her educational planning department by employing Cameroon personnel qualified in planning in the areas of education, economy of school construction and in agricultural and technical education (Accord de Credit, 1969:6).

Other conditions for granting loans include, the use of funds borrowed for the specific educational purpose for which the loan was granted, the provision of qualified teachers in sufficient number, establishment of a sound school administrative machinery, submission of evaluation reports by personnel judged qualified by the Bank, use of funds borrowed to achieve the educational objectives of Cameroon. To ensure that technical education is adapted to the needs of industry and local business, Cameroon must establish boards of governors for technical education, consisting of local industrial and commercial representatives (Accord de Credit, 1972:8 and 1976:7).

An examination of the objectives of educational planning in Cameroon reveals how powerful are influences of external forces. The emphasis on technical and vocational education is a direct response to the influences of external funding organizations and countries. The majority of the technical and vocational institutions were set up by UNESCO, the World Bank and European Development Fund.

One of the officials of the Economic and Social Council of Cameroon interviewed explained that although Cameroon formulates its objectives for educational development, the emphasis on technical and vocational education is partly influenced by external forces due to the extensive use of Western technology in Cameroon:

> You know we use technology from the developed countries. Since we do not very much favour the importation of personnel from the developed countries to man the machinery bought, these countries have now turned around to train local people to use their technology. Each country imposes the use of its machinery and equipment in the laboratories and workshops in those technical schools which they have helped financially to establish.

The educational objectives set by the World Bank to attract loans and aid are reflected in the educational objectives formulated by Cameroon.

Although the emphasis has been laid on technical, vocational and professional education, the World Bank recognizes that secondary general education forms the foundation. Consequently, the investments of the World Bank have been diversified to include all types of secondary education, as well as nursery and primary education. However, a greater share of these investments still goes to technical, vocational and professional education.

Multilateral and bilateral sources for financing education in Cameroon have often involved the demand for technical assistance to draw up curricula. For instance, the third World Bank project to promote agricultural and medical education anticipates technical assistance for drawing up the curriculum for agricultural education and for carrying out the necessary studies required towards the realization of the project.

Respondents for the study were asked the types of activities performed by technical assistants and experts. Table VII shows the distribution of responses.

Table VII

Responses on the activities performed by Technical Assistants and Experts in the Educational Planning Process

n = 52

ACTIVITY	PERCENTAGE OF RESPONSES
Costing of educational plans	45%
Design and construction of school buildings	15%
Curriculum development	14%
Research related to educational planning	11%
Supervision of educational projects	9%
Training local planners	6%

Forty-five per cent of the respondents cited costing of educational plans as an area dominated by technical assistants and specialists. However, much of the involvements of experts and technical assistants is in the educational projects financed by multilateral and bilateral sources. Nevertheless, the lack of qualified personnel in educational planning in the planning division of the Ministry of National Education forces the Cameroonian authorities to rely on experts in costing educational projects financed by the state.

Experts and technical assistants inject, into the educational plans, ideas brought with them from their organizations and countries. A senior

official of the planning division of the Ministry of Education had this to say with regard to the expertise and psychological components of experts and technical assistants:

> The fact that they are invited to help us in developing our educational system presupposes that we rely on their expertise; they are really knowledgeable in their area of training. However, I think that they require a considerable period of time to understand our environment in order to know our needs. Because they do not understand our environment, they bring into our system what they know in their own settings. You can't argue them on anything; they use their expertise, perform a piece of job, propose solutions to us and we accept them without question. Our belief in their intellectual and technical knowledge will make us rely on them until we can have our own qualified personnel. UNESCO and the World Bank have been trying not only in the area of building educational institutions but also in the area of giving training in educational planning to Cameroonians.

Besides external financing and the involvement of experts in educational planning in Cameroon, international conferences and seminars have greatly influenced educational planning in Cameroon, by suggesting basic and major strategies. Cameroon is a member state of many international organizations interested in educational development. International conferences and seminars have served Cameroon as a source of encouragement and motivation.

Cameroon has been represented in many international conferences and seminars on educational development and planning. In 1976, Cameroon was represented at the Conference of Ministers of Education of African Member States organized in Lagos, under the auspices of UNESCO. At the time of this study, a Conference of the Ministers of Education and Ministers in charge of Economic Planning of Member African States was organized by UNESCO in Zimbabwe from 28 June to 3 July. Cameroon was represented by

the Ministers of Education, Economic Affairs and Planning, including members of other departments of government.

One participant of the conference when asked what he felt was the impact of the deliberations of the Harare (Zimbabwe) conference on the planning of education in Cameroon, he had this to say:

> Usually, when we return from such conferences, we subject our educational system to a re-examination. We consider such conferences as illuminating; our ideas of how education should be developed in this country is enriched. We are presently engaged in finding ways of linking education to economic, social and cultural development in Cameroon. This was also highly emphasized at Harare. The importance of linking educational planning to economic planning was one of the major purposes of this conference, hence its title. Now that we have returned with ideas gained from the conference, the Planning Division of the Ministry of National Education will now reassess our educational system to see to what extent innovations can be introduced to make it reflect the important declaration of Harare.

An examination of the objectives of educational planning in Cameroon reveals the influences of international seminars and conferences. The latest of these conferences -- that of Harare (Zimbabwe), 1982 -- calls on African states to introduce innovations and changes in the educational systems inherited from the colonial era. Like the Lagos Conference of 1976, the Harare conference emphasized technical education for the production sector, teaching of science, encouraging manual work in schools of all levels, improvement of teaching methods, correct use of teaching equipment and materials, appropriate educational structures, elimination of illiteracy, universalization of primary education, equal opportunity and democratization in education.

Most conferences of Ministers of Education and Economic Planning end with a declaration to which every African Member State becomes

committed. The Harare conference reminded member states of the "commitment entered into by the African Member States, ever since the Addis Ababa Conference in 1961" and urged them to "draw up and implement during the coming two decades educational policies geared to the objectives of social and economic development" (Draft Declaration, 1982:3). Educational planning in most developing countries of Africa is, consequently, influenced by international conferences and seminars.

SUMMARY

This chapter was designed to describe and analyze sources of pressures for educational planning in Cameroon. National and international concerns and influences are seen as initiating and influencing educational planning in Cameroon. The objectives set for educational planning originate groso modo, from the needs for economic, social, and cultural development. The current trend is towards linking education with economic, social and cultural planning.

Through external financing, experts, and international conferences and seminars, Cameroon is given the expertise, encouragement and motivation to plan her educational system.

CHAPTER V

THE EDUCATIONAL PLANNING PROCESS

Chapter IV examined the context of educational planning at the national level in Cameroon. In that chapter, factors determining and influencing educational planning were identified, described and analyzed. This chapter examines the educational planning process. The focus of the chapter is on procedures and methodologies.

PROCEDURES OF THE EDUCATIONAL PLANNING PROCESS

Policy Exposition

Policy-making is beyond the scope of this study. Not much has been written on the policy-making process in Cameroon. The educational planning process begins with policy "exposition". The broad policy for education is usually contained in the General Policy Report of the Head of State presented to the Party Congress at the beginning of each planning period. The policies are designed to serve as general guidelines during the definition of specific objectives.

The last year of the previous five-year development plan marks the beginning of activities for preparing the next five-year economic, social and cultural development plan. A close examination of development planning in general and educational planning in particular, revealed that the meeting of the Party Congress is usually scheduled to coincide with the last year of the previous five-year development plan.

The General Policy Report presented by the Head of State to the Party Congress is prepared with input provided by the heads of appropri-

ate technical and administrative departments of government. For education, contribution to the General Policy Report is provided by the Consultative Councils on Education and the Higher Council on National Education all of which act as advisory bodies to the Planning Division of the Ministry of National Education.

The General Policy Report is not final until it has been discussed and approved by the Party Congress. Consequently, Party officials are "given the opportunity of contributing through criticisms and proposals, to the preparation of those changes and innovations necessary for the formulation of our policy of mastery over development" (President of the Republic, 1980:12).

The meeting of the Party Congress at the beginning of each planning period does not only indicate the importance attached to development planning by the Party, it also indicates the role and responsibility of the Party in decision-making related to the development of the entire nation. Political leaders in Cameroon also view the Congress as a means of informing the nation and acquainting it with proposed policies for economic, social and cultural development.

Deliberations of the Party Social Development Sub-Committee result into the endorsement of proposals put forward by the Head of State. Thus comes into being the education policy for the next five-year period, serving as the foundation for the definition of specific objectives for educational planning.

Definition of Objectives

On the basis of the broad policies put forward by the Head of State and approved by the Party, specific objectives for educational develop-

ment are established. Technically speaking, no objectives are defined. Rather, on the basis of the broad policies, educational programmes and projects are proposed. What passes for objectives of educational planning, as contained in documents of the Ministry of National Education, are restatements or paraphrases of the education policies declared by the Head of State and endorsed by the Party. Objectives are not operationally defined in measurable terms.

To a certain degree, the objectives of educational planning are based on needs assessment. The needs assessment relates to educational needs for economic, social and cultural development for each province. According to most respondents, needs assessments are designed to discover areas and aspects of education to which more attention should be directed, taking into account educational needs for economic, social and cultural development as well as provincial disparities in the provision of educational facilities.

The Planning Process

This section describes and analyzes the planning cycle, involving all the structures associated with the educational planning process. The cycle more clearly reflects the democratic principles of development planning declared by the Cameroonian decision-makers and political leaders.

Planning begins with the issue of a circular by the Cameroonian Head of State. The Presidential Circular outlines procedures to be followed, defines structures to be involved and suggests a time-table for the completion of planning activities. The action of the Head of State may be viewed as an indication of the faith of political leaders in planning for development generally and educational planning in particular.

On receipt of the Presidential Circular, reports of the implementation of the current economic, social and cultural development plans are issued by the Directorate of Planning of the Ministry of Economic Affairs and Planning, covering all aspects of national economic, social and cultural development. Similar reports are issued at the divisional and provincial levels by the divisional and provincial services of the Ministry of Economic Affairs and Planning and by the divisional and provincial development (planning) committees. This stage of the planning cycle, in some ways, resembles that of the evaluation of the current plan.

The next stage is more or less diagnostic. During this stage, technical study groups are created at the national, provincial and divisional levels to diagnose the economic, social and cultural development situation at the different levels, identify trends, problems and obstacles of development. This stage is designed to provide a basis for the definition of objectives to be achieved in the next five-year period. The terms "technical study groups" refer to the various ministries concerned, in our case, the Ministry of National Education and its divisional and provincial services. This phase of the planning process results in sectoral reports prepared by the central and provincial technical study groups. This stage may be viewed as one of information gathering to prepare the ground for planning, or a stage for needs assessment.

While the central and provincial technical study groups are preparing draft reports of their diagnosis, development (planning) committees at the village level meet to examine problems and obstacles impeding development in their areas, define their objectives and propose programmes and projects, indicate actions to be taken and sources of resources. This activity results in a report outlining needs. The report is sent to

the next higher level -- the Rural Action Committee -- which meets and studies the reports of all the villages in its area. This is the sub-divisional level.

The draft development plans of the sub-divisions are forwarded to the divisional level where all the draft development plans of the sub-divisions are studied, harmonized and balanced against one another. A draft divisional development plan is prepared and forwarded to the Provincial Planning Commissions which then have in their possession the draft development plans of all the divisions of the province. The end of the activities of the divisional development (planning) committees and those of the technical study groups are synchronized, thus providing working documents, produced by the two groups, to the Provincial and National Planning Commission.

The Provincial Planning Commissions meet first. They discuss, harmonize and balance objectives, programmes and projects presented by all the divisions in the province. The result is a draft provincial development plan which is presented to the National Planning Commission.

Two types of working documents are made available to the National Planning Commission: the draft sectoral plans prepared by the technical study groups and the draft provincial development plans. The National Planning Commission is, to all intents and purposes, a composition of ad hoc sectoral committees, one of which is that for educational development. It is an advisory body to the Ministry of Economic Affairs and Planning, assisting the Ministry in its national planning responsibility.

The National Planning Commission first meet separately and secondly as a group. The sectoral National Planning Commissions examine sectoral plans. Thus, the National Planning Committee on education examines draft

education plans submitted by all the seven provinces to ascertain their feasibility given financial constraints. Besides feasibility, the National Planning Commission on education ensures that provincial programmes and projects conform to national objectives. Sitting as a group, the National Planning Commission balances objectives by sectors and by regions (provinces), the major concern being a sufficient budget to finance the plan.

It is logical to conclude that planning at the national level in Cameroon relies heavily on the budget. It is also logical to conclude that budgeting and programming constitute the basic tools used for planning at the national level in Cameroon. Budgeting deals with inputs, and programming with the outputs of the planning system.

The activities of the National Planning Commission end with the issue of a synthesized or summary report which constitutes a draft national economic, social and cultural development plan. The draft plan is channelled through the Provincial Planning Commissions down to the divisional level. The purpose of this exercise is to acknowledge the draft plans of the local levels and to inform them through the draft national plan what has been considered feasible given budget constraints. The local levels then adjust their plans to conform to the draft national plan and resubmit them to the Ministry of Economic Affairs and Planning.

At the Ministry of Economic Affairs and Planning, a second synthesis of all sectoral plans, which includes that for education, is established and classified according to sectors. Priority programmes and projects in each sector, for instance education, are identified for consideration in the next five-year plan. According to one of the respondents of this study, less important objectives are not abandoned. They are only rele-

gated to the background and implemented when a source of funding can be found.

After a second synthesis is established, the sectoral National Planning Commissions are reconvened to examine the refined draft plan. This time, each sectoral commission is presided over by the minister whose activities are being planned. If no further changes are deemed necessary, a last summary report is prepared. This last summary report is the nation's five-year development plan which is submitted to the government, passing through the Prime Minister and the Head of State for arbitration.

All plans are presented to the Economic and Social Council of Cameroon by the Head of State for advice. The plan is returned to the Head of State who presents it to the Cabinet and thence to the National Assembly for debate and approval. When approved and passed into law, it is returned to the Head of State for promulgation. The planning cycle is completed as the plan is returned to the Ministry of Economic Affairs and Planning for implementation.

APPROACHES AND METHODOLOGIES OF EDUCATIONAL PLANNING

This section reports findings on the approaches and methodologies utilized in educational planning at the national level in Cameroon. Question 13 of the questionnaire requested respondents to check from a list of the three conventional approaches to educational planning those utilized in establishing educational plan targets. Each of the approaches was briefly and clearly defined. Manpower and social demand approaches were checked by all respondents. None of the respondents checked the rate-of-return approach.

Although the rate-of-return approach to educational planning is highly recommended by authorities in educational planning in developing countries (Woodhall, 1970), educational planners in Cameroon view it with great disfavour. According to a senior official of the Planning Department of the Ministry of Economic Affairs and Planning, if the rate-of-return approach to educational planning were utilized in setting targets, many educational programmes and projects would not be undertaken.

Currently, more investment is being directed to technical, vocational and professional education and more importance attached to science education. These choices are based on a strong conviction that technical, vocational and professional education contribute more to the productivity of the nation. According to one of the respondents in the Ministry of National Education, "the greater contribution of technical, vocational, professional and science education to economic growth is known to everyone; cost-benefit analysis (rate-of-return) is not necessary to know this".

Educational policy-makers and planners in Cameroon are so concerned with manpower needs and equal educational opportunities that targets in the educational plans are based on manpower requirements and on social demand for education.

Basing Educational Plan Targets on Manpower Needs

The need for qualified manpower and the unemployment situation among school leavers is gradually forcing the use of the manpower approach to educational planning. Educational planners indicate their desire to utilize the manpower approach, but lack of knowledge of the appropriate methodologies, techniques and data preclude its use.

Through interviews and official documents, two variations of the manpower approach to educational planning in Cameroon were identified. The first, which could properly be described as "guidance and counselling" is designed to guide and counsel students and prospective students to choose programmes and courses for which there is guaranteed employment in the economy upon graduation. Currently, officials of the Planning Division, Ministry of National Education participate actively in the selection of new entrants into secondary and high schools to ensure that more science-oriented students are offered more places. Similarly, arrangements are underway for similar procedures in the admission of students seeking higher education.

To encourage students and prospective students into technical, vocational, science and professional education, more scholarships and financial aid are available for these areas than for the arts and humanities. Most respondents explained that the unemployment situation arises from wrong choices made by students and prospective students. There exist jobs for which no manpower is available, while there are numerous unemployed with skills not required by the economy.

The second variation of the manpower approach to educational planning consists of the conventional methods of manpower analysis and forecasts. Forecasts are based on "the parameters identified for the growth prospects of the Cameroonian economy (especially the elasticity of employment)" (5th Plan, Vol. I, 1981:1012). This method is based on the assumption that the annual growth rate of GDP and the value added of each sector will increase demand for manpower in the different sectors of the economy.

Teachers form an important category of the country's manpower. The determination of teacher requirements is based on the pupil-teacher ratio and projections of annual pupil enrolments. This method is deemed to be the most appropriate by the educational planners. According to the fifth five-year development plan, "The number of teachers can be validly assessed only through the pupil-teacher ratio." (5th Plan, Vol. IV, 1981: 873)

At the secondary and post-secondary education levels, teacher manpower targets are based on the number of courses offered in each type and level, annual increases in enrolments, and the number of periods taught by each teacher. The difference in methods of determining teacher manpower for the primary and secondary and post-secondary education levels is due to the fact that teachers in primary schools are class teachers while those at the higher levels are subject teachers.

Assessing Social Demand for Education

Two basic methods are used in assessing the social demand for education. The first involves demographic analysis, and the second is based on the cohort survival approach. From demographic analysis, the foreseeable trend in the school-age population is estimated for a number of years in the future by provinces. This method takes into account the birthrate and migration patterns.

Budgeting

One of the respondents, trained in planning, indicated that budgeting constitutes the major planning tool utilized by decision-makers and planners at the national level in Cameroon. Educational plans are based

on the financial resources available to implement the plan. Consequently, the budget determines the feasibility of the educational plan and helps in determining programmes and projects to be implemented in the short, medium or long terms. Budgeting determines the number of schools to be built, the number of teachers to be trained, and affordable facilities.

STATISTICAL BASES FOR EDUCATIONAL PLANNING

Respondents were asked to indicate from a three-item list of statistical bases, those used for educational planning. A residual category "other" was included in case other statistical bases not mentioned in the list exist. Table VIII presents the results.

Table VIII

Responses on the Statistical Bases for Educational Planning

n = 52

STATISTICAL BASIS	PERCENTAGE OF RESPONSES
Population Statistics	100
School Statistics	100
Manpower Survey Statistics	20

Table VIII shows that population and school statistics form the major statistical bases for educational planning at the national level in Cameroon. Only twenty per cent of the respondents indicated manpower survey statistics. No respondent in the Planning Division of the Ministry of National Education indicated manpower survey statistics.

This provides evidence that educational planning in the Ministry of National Education is not linked to manpower requirements.

Manpower Survey Statistics

An examination of official documents and statistics yearbooks revealed that manpower survey statistics are collected by the Ministry of Labour and the Ministry of Economic Affairs and Planning. The Ministry of Labour collects manpower statistics specifically from the private and para-public sectors of the economy, as well as from a restricted section of the public service consisting of daily paid workers and contract officers. The ministry conducts manpower surveys through mailed questionnaires sent to establishments of the private sector employing twenty persons and above. Information is sought on the following parameters: sex, age, salaries, years of service, education and training. Where educational planning is based on manpower requirements, this information is invaluable.

According to the Ministry of Labour, the purpose of manpower surveys is "to arrive at the degree of adequacy between the training offered in the classical and professional educational institutions and the jobs to be created or available in our economy" (Ministere du Travail, 1981:2). It may be concluded from this exercise that the Ministry of Labour is performing educational planning activities.

Although statistics on manpower are collected, no evidence was found to the effect that they are used for educational planning. Respondents were asked to explain the inconsistency. Respondents in the Ministries of Labour, Planning and Education explained that there is a lack of exchange of statistics collected by the three ministries. A respondent

in the Ministry of Economic Affairs and Planning indicated that until there is such exchange of statistics, effective educational planning linking education and manpower requirements seems difficult.

School Statistics

The collection and collation of school statistics is a major function of the Planning Division of the Ministry of National Education. It is assisted in this task by its provincial, divisional, sub-divisional and district services.

School statistics are collected at the provincial, divisional and district levels and forwarded to the Planning Division of the Ministry of National Education as annual statistical returns. The basic statistical data required include those on enrolment by age, sex and class, movement of pupils, repeaters by age, sex and class, characteristics of full-time and part-time teaching staff, school buildings, textbooks used, teaching aids, school activities and facilities.

A study of the statistics collected by the Planning Division of the Ministry of National Education reveals some shortcomings. The objective of equal educational opportunity is not reflected in the statistics collected. Although every effort is made with regard to the equal distribution of educational facilities across the country, data on individual students' aspirations by province, socio-economic and household compositions are lacking. It is desirable that to equalize educational opportunities, annual statistical returns should provide information on family income, parents' occupations and educational levels, number of siblings, house ownership as well as opportunity cost of studying. These data should provide information on disadvantaged child-

ren who should be compensated in order to attain the objective of equal educational opportunity.

Population Statistics

Census reports contain comprehensive statistical information much of which is relevant to educational planning. According to the Planning Division of the Ministry of National Education, from the population statistics contained in census reports, those relevant to educational planning are extracted. Much of the extractions involve school-age population by sex, age and province, as well as migration often involving movement of school-age and school-going populations.

A few problems were, however, identified by respondents regarding the use of census information for educational planning. Since census data are not collected with educational planning in mind, some break-downs of the age-groups in the census reports do not exactly coincide with those of the school-age population required by the Ministry of National Education. Furthermore, census data are of limited value for educational planning since planning periods and censuses do not coincide.

Policy-makers and planners in Cameroon are very much aware of the importance of information and statistical data for development planning; they are also aware of the present deficiency in statistical data. The fifth five-year plan provides for measures to improve data collection, processing, storage and dissemination under a National Council of Statistics and Forecasting.

Among the data collecting activities proposed in the five-year development plan are the following:

1. Two biennial sample manpower surveys designed to find ways of adapting education to the development of the entire economy
2. A general population and housing census
3. An industrial, commercial and handicraft survey
4. An agricultural census
5. Updating census surveys.

It is possible that the amount of information and statistical data that will become available to aid in planning and probably facilitate educational research will be massive. Cameroonian authorities have become aware of the importance of a data bank to "properly handle the permanent statistical and socio-economic data that will be fed in on a sector by sector basis" (5th Plan, Vol. V, 1981:1068). According to respondents in the Ministries of Education and Economic Affairs and Planning, these two ministries will probably receive priority for the proposed computers envisaged for data storage and retrieval.

No respondent, however, indicated storage and retrieval of data as major problems. Respondents stated that their major problems are knowledge of the type of required data for educational planning, structures to collect the data and financial allocations for organizing data collection. Data collection seems to witness increased activity only during the planning period. Consequently, data from provinces arrive late and planners are compelled to make do with whatever data are available.

Research Related to Educational Planning

Research may be viewed as one of the major sources of information necessary for policy-making and planning. The usefulness of educational research can be judged by its impact on educational policy-making and planning. Planners were interviewed to obtain information on the research related to educational planning that is undertaken. The responses revealed that educational research is undertaken but has had little impact on educational policy-making and planning.

The Planning Division of the Ministry of Education undertakes no research. It, however, has a "research" section which does nothing but analyze research already done by individuals, and national and international organizations and institutions. These are submitted to the Minister of National Education for consideration.

Cameroonian authorities and planners are aware of the importance of research in national development planning. Research institutes carrying out studies relevant to the activities of government ministries have been established. For the Ministry of National Education, the National Centre of Education undertakes operational research "whose results are susceptible to better base decisions related to the reform and planning of education in Cameroon" (Centre National d'Education, 1979:5). Research projects currently being carried out by the National Centre of Education reflect the major concerns of educational policy-makers and planners in Cameroon, namely, education and productive activities, evaluation and development of school innovation and the survey of traditional education in Cameroon.

The director in charge of the National Centre of Education was interviewed regarding the impact of educational research undertaken by his centre on educational policy-making and planning in Cameroon. This respondent pointed out that it is too early to judge given the age of the centre established in 1976. He remarked that in Cameroon, policies are based on a variety of parameters chief among which is political:

> The norms of decision-making in Cameroon are based on political rather than technical considerations. The researcher operates in a vacuum. When his results are made available to the politicians or decision-maker, it is up to him to take his decision based on that research or reject it and base his decision on political expediencies.

It would appear that the usefulness of educational research to educational policy-making and planning depends on the credibility of the researcher. Respondent planners in Cameroon maintain that research carried out by foreigners -- individuals, experts, technical assistants -- is more acceptable to Cameroonian authorities than that carried out by nationals.

IMPLEMENTATION AND EVALUATION OF EDUCATIONAL PLANS

The implementation of the general development plan for the nation comes within the jurisdiction of the Ministry of Economic Affairs and Planning. Sectoral plans are implemented by respective ministries. Consequently, the implementation of the section of the development plan dealing with education and training falls within the Ministry of National Education and its provincial, divisional, sub-divisional and district services. In certain cases, both ministries are involved in evaluating certain aspects of the educational plan.

Implementing Educational Plans

Structures associated or involved in the implementation of educational plans are discussed in more detail in Chapter VI. The focus of this sub-section is on measures used to ensure plan implementation.

To determine the methods and activities involved in implementing educational plans, a list of eleven measures derived from an implementation model developed by Learner et al. (1978:622-623) was included in Question 17 of the questionnaire and a residual category "other". Respondents were asked to indicate items which apply in the context of educational planning in Cameroon. Table IX represents the results.

Table IX shows that identification of tasks to be performed and design of the organization constitute the major activities carried out to ensure plan implementation. Following closely are assignment of responsibilities and financial incentives to motivate those involved in implementing educational plans.

Pursuing the question further during interviews, it was realized that by financial incentives for motivation, respondents were referring to responsibility allowances normally paid to responsible officers of the Ministry of National Education, including educational administrators and teachers. Although responsibility allowances are civil service norms in Cameroon, respondents view them as motivation for implementing government policies and plans.

Respondents in the Ministry of National Education explained that in recent years, their activities have been increasing and becoming more complex. Every planning period introduces new activities warranting the creation of new structures to carry out the implementation of educational

Table IX

Responses on Methods and Activities for Implementing Educational Plans

n = 52

METHODS AND ACTIVITIES	PERCENTAGE OF RESPONSES
Identification of Tasks to be Performed	85
Organization Design	85
Design of an Information and Communication System	15
Arrangement of Tasks in Time Sequence	5
Recruitment of Personnel	6
Establishment of Systems of Control	30
Training of Personnel	2
Co-ordination of Activities	39
Financial Incentives to Motivate those Performing	
Tasks of Plan Implementation	77
Assignment of Responsibilities	80

plans.

Only five per cent of the respondents indicated "arrangement of tasks in time sequence" as a method for plan implementation. From interview responses, this method is necessary only in the case of new projects. Respondents were asked what method they would use if new projects are involved. The researcher anticipated a response indicating PERT or any other method. The lack of mention of any specific method leads to the conclusion that completion or non-completion of educational projects within a five-year period may not be of any major concern to policy-makers and planners. Overlooking this important activity may suggest or reveal the degree to which plans are intended to be implemented.

Evaluation of Educational Plans

Evaluation is viewed in this study as part of the educational planning process. The appropriate question in the questionnaire required a "yes" or "no" response. All respondents indicated "yes" meaning that evaluation forms an important part of the educational planning process. Although the responses were overwhelmingly positive, some academics and professionals forming part of the sample for this study doubted the quality of such evaluation.

Interview responses suggest that evaluation is based on the objectives defined in any given educational plan. According to most respondents, educational plans are evaluated to determine the success of educational development in Cameroon. The results of such evaluations are used in considering the objectives of the next five-year education plan.

Through interviews, respondents of the Planning Division of the Ministry of National Education and those of the Ministry of Economic

Affairs and Planning explained the procedures and activities involved in evaluation of educational plans. The basic method used is sending statistical questionnaires to all levels of the educational system. Consequently, evaluation of educational plans in the Cameroonian context simply involves knowledge of quantities: student enrolments, number and qualification of teachers, equipment and activities. If these various "quantities" conform to those projected, the plan is declared successful. Other respondents in the Ministry of Economic Affairs and Planning indicated that another method of evaluation involves regular visits to the sites of educational projects to determine and report on their progress.

Furthermore, the main educational activities of the country in any given year are followed up and comparison made with previous years. The process continues until the next period for the preparation of the five-year development plan begins. Objectives of the previous five-year development plan which have not been achieved are carried forward as objectives for the next five-year education plan. In a few cases, yearly evaluation reports are used to review the planned targets.

It is possible to describe the evaluation of educational plans in Cameroon as both summative and formative. It is formative since it is carried out as the educational plan is being implemented and summative as evaluation reports are produced at the end of the implementation of the five-year education plan.

An observation that may be made on the system of evaluating educational plans in Cameroon is that, it is much more based on quantitative than on qualitative analysis. It is assumed that the success of an educational plan depends entirely on the provision and adequacy of the

planned inputs of buildings, students, teachers and equipment. While these inputs may represent indices of success of educational plans, they may be insufficient in evaluating the utility and quality of the planned educational projects to society as a whole.

According to a senior official of the Planning Division of the Ministry of National Education, good examination results are taken as indices of the success of educational plans. If the schools are producing intelligent science-oriented, vocational and professional graduates "our educational plan is working well".

SUMMARY

The purpose of this chapter was to describe and analyze the educational planning process in Cameroon, under the conventional stages of need assessment, definition of objectives, plan elaboration, implementation and evaluation. The focus was on activities, including methodologies. The main conclusions that may be drawn from the analysis are as follows:

1. Educational planning at the national level in Cameroon follows essentially the conventional stages of a planning process.
2. The methodologies used in educational planning are still rudimentary. Although manpower and social demand approaches to educational planning are used, forecasts and projections remain the major specific techniques.
3. The general features of methodologies used in plan elaboration, implementation and evaluation are essentially characterized by rule of thumb.

4. Inadequate and unreliable statistical data constitute an impediment to educational planning in Cameroon.
5. Although research on aspects of Cameroon economic, social and cultural development is encouraged, that related to educational planning remains scanty, presumably because planning decisions are based more on political expediencies than on research results.

CHAPTER VI

STRUCTURES AND ACTORS OF THE EDUCATIONAL PLANNING PROCESS

Educational planning was defined for the purpose of the study as a socio-political and technical process. The assumption underlying the definition is that individuals and society place a high premium on education given its role in the development process both from the standpoint of the individual and of society as a whole. Individuals and groups are interested in participating in decision-making that affects them.

The complexity of educational planning involving numerous processes and interests has made it imperative to establish structures performing different functions. The previous chapter examined the educational planning process focusing on activities and methodologies. In this chapter, structures are the major focus.

FUNDAMENTAL PRINCIPLES OF PLANNING PROCEDURES IN CAMEROON

Economic, social and cultural development planning, which in Cameroon encompasses educational planning, is based on consultation and dialogue. These basic principles can be read and are recurrent themes in the speeches of the Cameroonian Head of State and the policy statements of the government and the Party. For instance, in his General Policy Report presented to the Party Congress of 1980 and which preceded the preparation of the fifth five-year economic, social and cultural development plan, the Head of State stated *primus inter alia*:

> ... our ruling democracy has always advocated democratic planning where the driving force, decisions and application and supervision, far from being the concern of the central authority alone or from being solely the fruit of technocrats' imagination, must be based on the suggestions and opinions of the people.

This fundamental principle was applied in the preparation of the fifth five-year economic, social and cultural development plan. A portion of the plan reveals that:

> The preparation of the Fifth Plan followed a democratic process characterized by extensive consultation with all the vital forces of the Nation. Consequently, the Fifth Plan is a collective task which expresses the concerns of the economic groups ... and reflects Cameroonian peoples' aspirations ... (5th Plan, Vol. I, 1981:63).

Structures which have been established for educational planning at the national level in Cameroon reflect these fundamental principles of democratic planning declared by the government and the Party. To ensure the application of this principle, each planning period begins with a circular by the Head of State setting out procedures to be followed and the structures and actors to be involved.

STRUCTURES ASSOCIATED WITH THE EDUCATIONAL PLANNING PROCESS

Table X presents the various structures associated with the educational planning process and their functions. As Table X shows, planning structures exist from the sub-divisional level to the National Assembly (Parliament). Presidential decrees identify two broad structures: political and administrative. Political structures consist of the Head of State, the National Assembly, and the National Party, and the administrative structures are composed of the Ministry of Economic

Table X

Planning Structures and their Functions

STRUCTURE	FUNCTION
Development (Planning) Committees	Diagnosis of problems hampering development in their respective regions; propose programmes, projects & solutions
National Planning Commissions	Propose guidelines, define objectives, choose priority programmes & define conditions of implementation
Ministry of Economic Affairs and Planning	Co-ordinates planning activities; provides technical expertise and prepares the national plan
Ministry of National Education	Elaborates education plan, implements and evaluates
The National Party	Monitors reactions and aspirations of the population; mobilizes the population to ensure success of the plan
The Head of State	Lays down guidelines of national planning policy and economic, social and cultural development policy
Economic and Social Council	Advises Head of State on draft plan
The Cabinet of Ministers	Arbitrate on draft plans
The National Assembly	Debates and adopts the law to approve the draft plan

Affairs and Planning, the National Planning Commissions and the sub-divisional, divisional, and provincial administrative structures and advisory bodies called Development Committees.

Development Committees

Development Committees are permanent structures set up in the sub-divisions, divisions and provinces by Presidential decree. Their main functions are the "diagnosing, on a permanent basis, the problems that hamper the development of their area and for proposing ways of solving them" (5th Plan, Vol. I, 1981:65). During the planning period, development committees function as planning committees for their respective regions and levels.

Each development (planning) committee is divided into sub-committees in charge of a specific sector of economic, social and cultural development. Thus, each development (planning) committee has a sub-committee on matters having to do with educational development in its administrative area. Draft educational plans produced at each administrative level are subject to critical examination by the next higher administrative level which arranges educational programmes and projects in order of priority as unanimously agreed upon by all the members of the development (planning) committee concerned.

National Planning Commissions

The National Planning Commission is a composition of ad hoc committees charged with the examination of sectoral plans. Fourteen committees form the National Planning Commission, one of which deals with education and training.

The functions of the National Planning Commission on education and training are essentially advisory. It receives and examines draft education plans from the provinces, analyzes the results of the draft plans, proposes guidelines, defines objectives to be attained, chooses priority programmes to be carried out, and defines the conditions for their implementation. The development plans describe the functions of the National Planning Commissions as those of assisting the Ministry of Economic Affairs and Planning in its national planning responsibilities. Recommendations made by the National Planning Commission serve as the government's plan of action for the next five-year period. The recommendations are not final until examined by the Economic and Social Council of Cameroon, arbitrated upon by the Cabinet and approved by Parliament.

The Ministry of Economic Affairs and Planning is responsible for the preparation of the nation's economic, social and cultural development plan and for manpower training. One of its most important functions is that of co-ordinating the preparation of the nation's development planning. The draft plans of all sectors are submitted to it, on the basis of which it makes a critical analysis of the results, proposes guidelines, defines the objectives to be attained, chooses priority programmes and defines conditions of implementation.

For the effective co-ordination of planning activities, other government ministries are represented in the Ministry of Economic Affairs and Planning, one of the most important being the Ministry of National Education; thus giving the Ministry of Economic Affairs and Planning the status of a virtual clearing house. As indicated by one of the respondents, representation of all sectors of national planning

in the Ministry of Economic Affairs and Planning ensures a balanced allocation of resources to sectors being planned. Thus, the officials representing other departments in the Ministry of Economic Affairs and Planning do nothing else but defend the budgets drawn by their respective departments to finance their sectoral plans.

Since the feasibility of objectives, programmes and projects are contingent on the availability of funds, budgeting becomes an essential tool used in planning activities by the Ministry of Economic Affairs and Planning, with the assistance of the Ministry of Finance. While the substance of the subject being planned is technically elaborated by the Ministry concerned, the financial implications are analyzed by the Ministry of Economic Affairs and Planning.

The Ministry of National Education

The Planning Division of the Ministry of National Education is charged with the preparation of the nation's educational plan from a technical standpoint. The Presidential decree of 1974 assigns the following responsibilities to the Planning Division:

1. The preparation, control and implementation of the nation's educational plan
2. The preparation of projects for external financing, the co-ordination of external aid for education and scholarships
3. School mapping
4. Guidance and counselling
5. Studies on the productivity of the educational system

6. The organization of Consultative Councils and Higher Councils on National Education

7. Annual Evaluation of the nation's educational activities.

Although the Planning Division of the Ministry of National Education is solely responsible for planning national education, to some extent, it shares this responsibility with the Ministry of Economic Affairs and Planning under an integrated system of national planning. In carrying out its educational planning task, the Planning Division of the Ministry of National Education is assisted by other departments of the Ministry which are responsible for the implementation of the educational plan (Figure 3).

The Planning Division does not participate directly in the implementation of the educational plan. However, through annual evaluation of the educational plan, the Planning Division ascertains the effectiveness, problems and obstacles, of plan implementation.

A weakness conceded by respondent planners in the Ministry of National Education and the Ministry of Economic Affairs and Planning is the absence of an effective co-ordination of planning activities between the two ministries. Most respondent planners suggested an effective co-ordination of planning activities among the ministries of Labour, Education, Economic Affairs and Planning, and Social Affairs to ensure educational planning that takes account of manpower and social development.

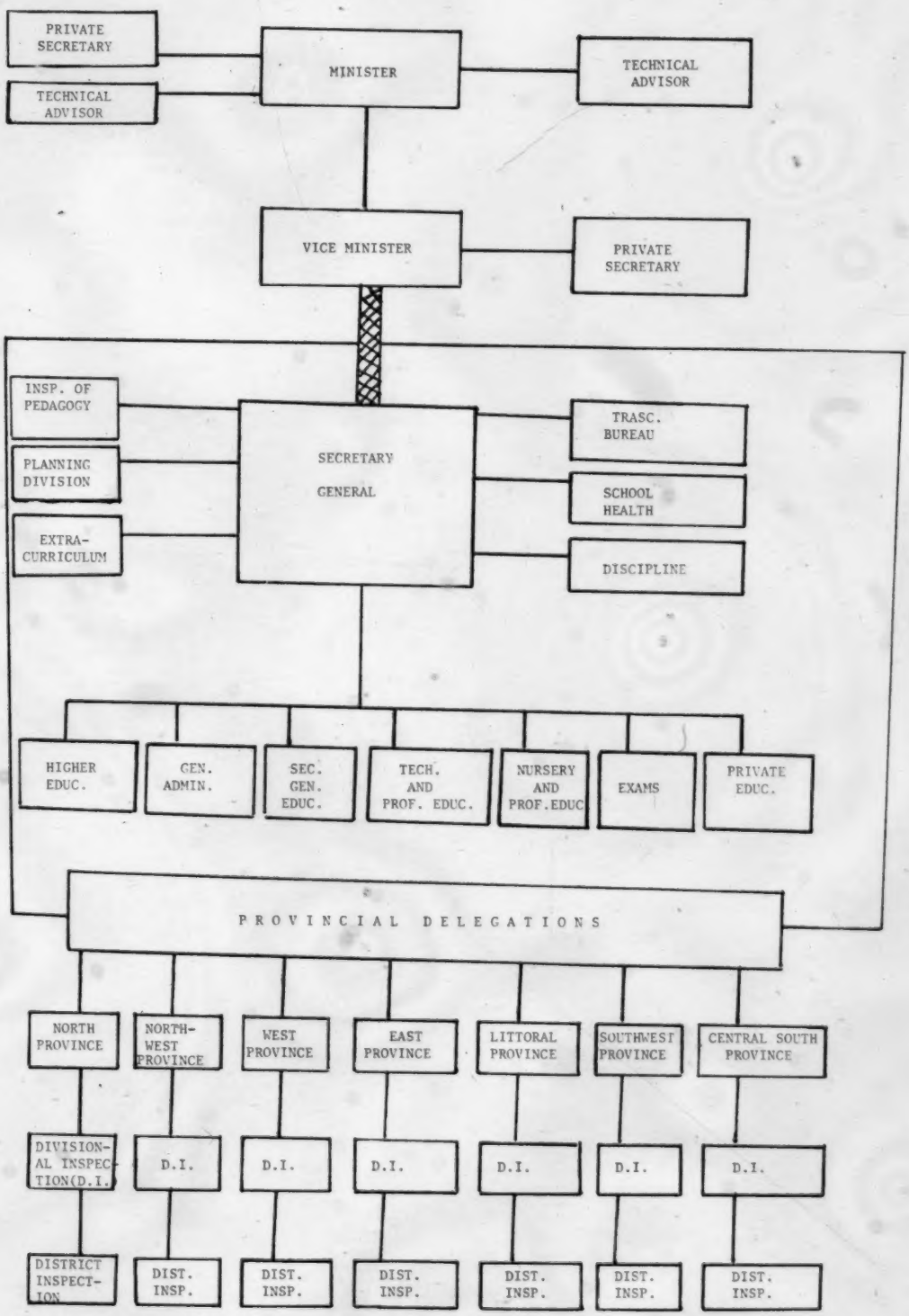

Figure 2. Structure of the Ministry of National Education (Technical Elaboration of Educational Plans, their Implementation and Evaluation)

The National Party

The National Party is omnipresent in all aspects and levels of national development planning. The Party is organized from the grass-root to the national level. The Party structures participate actively in all aspects and at all levels of national planning and act as the watchdog of all aspects of national development. The following quotation summarizes the roles and functions of the National Party in national planning:

> The National Party, the Cameroon National Union has, from the economic, social and cultural development aspects, a double role to play: firstly, by remaining in permanent contact with the people; it must be able to know, and make known, the aspirations and reactions of the population so as to be able to provide guidance with regard to decisions; secondly, it must mobilize and organize the population so as to ensure the success of the Plan (5th Plan, Vol. I, 1981:64).

The Party participates actively in sub-divisional, divisional and provincial development (planning) committees. It is for this reason that, as one respondent remarked, planning decisions are based more on political expediencies than on technical or scientific analysis.

The President of the Republic

The President of the Republic of Cameroon forms a planning structure in his own right. He provides policy guides for national planning. However, in this task, he is advised by and receives contributions from other ad hoc structures - political, administrative and technical. For policy guides on educational planning, the President receives contributions and advice from the Consultative Councils on Education and the Higher Council on National Education usually convened by the

Planning Division of the Ministry of National Education. Recommendations of these Councils which ultimately become the national education policy, are submitted to the President through the Minister of National Education.

The following quotation obtained from the fifth five-year development plan summarizes the role and functions of the President in the planning process:

> The President of the United Republic of Cameroon, Head of the Government, is responsible under the Constitution for the conduct of the affairs of the Republic. In this capacity, he lays down the main lines of the Nation's planning policy and economic, social and cultural development policy, and takes major decisions in this connection. The President of the Republic consults the Economic and Social Council on the draft of the First Plan.

The Economic and Social Council

The Economic and Social Council is a body consisting of eighty-five members drawn from the economic, social and cultural life of the nation. It has a five-year term and meets in ordinary session when summoned by the Head of State. All economic, social and cultural development plans are submitted to it by the Head of State for advice before they are submitted to the National Assembly to be approved in the form of a law.

The following quotation summarizes the functions of the Economic and Social Council in the planning process:

> [The Economic and Social Council is] the faithful intermediary and indispensable driving belt between the population and the executive. It is the duty of the Economic and Social Council to carry out the exalting job of encouraging co-operation between the various socio-professional categories and ensuring their co-operation and participation in formulating and implementing the Nation's economic and social policy (Unité, 1981:45).

The Cabinet of Ministers

All sectoral plans in Cameroon are subject to arbitration. Arbitration is designed to be a stage in the planning process during which the Head of State, the Prime Minister, and the Cabinet of Ministers are given the opportunity of ascertaining that all aspects of development needs have been covered to ensure a balanced development of all sectors and regions of the country. One of the respondents of this study indicated that, the arbitration stage is also a stage when the ministers engage in interest articulation and aggregation. Ministers defend their plans to justify allocations requested.

Arbitration takes place in three stages. The first stage takes place at the Prime Minister's level, the second at the level of the Presidency of the Republic, and the third at the Cabinet level. The arbitration stage is followed by the submission of the plan to the National Assembly for approval.

The National Assembly

The National Assembly is a planning structure in its own right. Although its role in the planning process is that of debating and approving the economic, social and cultural development plans of the nation, as individuals, Parliamentarians participate at the provincial, divisional, and sub-divisional levels of the planning process as members of the development (planning) committees. Furthermore, although plans are approved before implementation, one of the respondents of the study indicated that implementation of plans could begin while approval by by the National Assembly is in process.

ACTORS IN THE PLANNING STRUCTURES

It is possible to imagine structures for planning that reflect declared democratic principles of planning as shown by the Cameroonian example, without the participating pattern reflecting the same principles. Considered from the standpoint of structures, the planning system of Cameroon may be viewed as truly democratic. This section examines the actors of the planning process at the national level in Cameroon in terms of individuals and groups participating, nature of involvement, the impact of different actors and their economic, social and cultural characteristics.

It has already been noted elsewhere in this chapter that Presidential Circulars define structures to be involved in the planning process. These structures are created nation-wide beginning from the village to the national level. Most of the structures are more or less permanent bodies such as the district, divisional and provincial development committees and the national structures such as the Economic and Social Council of Cameroon. Others may be described as ad hoc, for instance, the National Planning Commissions, which disband after the planning period.

Both the permanent and ad hoc structures consisted of members usually appointed by Presidential Decrees or Ministerial Orders through recommendations of political, administrative or technical groups. At the provincial, divisional and sub-divisional levels, governors, prefects and sub-prefects, respectively, were permitted to co-opt members whose participating was deemed necessary.

Actors in the Development (Planning) Committees

The following list constitutes a typical composition of the development (planning) committees at the provincial, divisional and sub-divisional levels:

1. The prefects
2. The Presidents and secretaries of the Party organs, namely, the men's wing of the Cameroon National Union Party, the youth and the women's wings
3. Members of Parliament in an area
4. Members of the Economic and Social Council, originating from the area
5. The divisional Presidents of the National Union of Cameroon Workers
6. The Delegates and Heads of technical services.

Each provincial, divisional and sub-divisional development (planning) committee is chaired by the governor, prefect or sub-prefect, respectively. The secretariat is provided in each case by the provincial, divisional and sub-divisional services of the Ministry of Economic Affairs and Planning. At the provincial level, the secretary of the Planning Commission is the Provincial Delegate for Economic Affairs and Planning; at the divisional level, the Regional Development Officer; and at the sub-divisional level, an employee is designated by the sub-prefect.

At the divisional levels, other participants include the government delegates to urban councils, the chairmen of municipal councils and municipal administrators. Traditional rulers participate in the plan-

ning process only at the sub-divisional levels.

It has already been indicated that development (planning) committees exercise competence in "the drawing up and implementation of the economic, social and cultural development plan of the Nation" (Presidential Decree, No. 77/89, 1977:3). Each committee is divided into sub-committees charged with specific sectors. Each committee thus has a sub-committee dealing with education. It was therefore appropriate to identify the major actors in the sub-committees which deal with the part of the development plan at each level having to do with education.

A total of twenty draft development plans for nine sub-divisions, nine divisions and three provinces containing lists of members of sub-committees of development (planning) committees charged with planning educational development for the different regions was examined by the researcher. One of the purposes was to gain an insight into the actors involved. The next few paragraphs summarize the findings.

Actors in the educational planning sub-committees are drawn from government departments dealing with social services and from the administration, as well as from the party organs. Each of the educational development sub-committee examined had an average of twenty-one members, an average of one-third of the members consisted of educators, mainly principals of public, private and missionary secondary and post-secondary educational institutions, and the heads of education departments. The number of educators in each educational development sub-committee depends on the number of secondary and post-secondary educational institutions in the area. The primary educational institutions are represented by the inspectors of primary and nursery education of the sub-division, division or province, religious leaders of various missionary bodies

operating school systems across the country with their managers of schools.

At the provincial level, the educational development (planning) sub-committees consisted of similar officials mostly those at the top of the administrative hierarchy. Thus, the educators at the provincial levels are principals of secondary and post-secondary institutions -- public, missionary and private -- located in the provincial headquarters, education secretaries of missionary bodies, and the provincial delegates for national education.

Actors in the National Planning Commissions

Like the provincial, divisional and sub-divisional development (planning) committees, the National Planning Commission on education and training was a heterogeneous group consisting of the Minister of National Education, the Chief of the Planning Division of the Ministry of National Education, the directors of different types and levels of the educational system, chancellor of the university, representatives of other ministries, and the business and professional groups. Political and administrative groups were represented in each of the National Planning Commissions dealing with a specific sector of the development plan.

Actors in the Economic and Social Council also formed a heterogeneous group consisting of members from all walks of life. Of the eighty-five members composing the Council, about one-third were educators or people in education-related activities. They counted among their members professors of the university, businessmen and women, and officials of the Party.

The integrated system of planning in Cameroon necessitating planning structures to consider all sectors of national development including education, makes the creation of sub-committees to discuss specific aspects appropriate. Thus, like the other planning structures, there exists a sub-committee within the Economic and Social Council which examines the section of the development plans dealing with education and offers its advice to the Head of State.

Consequently, like the other structures, the members forming the sub-committee on educational development consisted of a heterogeneous group, about one-third of whom were educators or individuals engaged in education-related activities. Unlike the other structures, however, the Economic and Social Council did not co-opt members from without, presumably because the Council advises on the draft plan. In other words, the Council examines the plan which constitutes the final document which has been prepared by the "people". Its role is purely advisory; it did not act as a group engaged in the actual elaboration of the plan, although its advice may result in the modification of the plan. But as individuals, members of the Council participate in the other structures of the planning process.

The Head of State, the Prime Minister, and the Cabinet of Ministers form planning structures in their own right. Their roles are, however, those of arbitrators. They may suggest more objectives, programmes and projects which might have been overlooked by structures but which they deem important for national development.

Actors involved in the approval of plans are exclusively Parliamentarians. Their decision is final. The National Assembly has a

sub-committee on educational development. It discusses the section of the development plan dealing with education. Its decisions are subject to debate and modification by Parliament. The Parliamentarians chosen to form parliamentary sub-committees on education are often those with knowledge or experience in educational matters.

The technical structures consisted of civil servants at the top levels of the bureaucratic hierarchy. Thus, the Minister of Education, his vice, and the Chief of the Planning Division of the Ministry of National Education formed the major actors insofar as the technical aspects of educational planning are concerned. In the Planning Department of the Ministry of Economic Affairs and Planning, the Director of Planning, and the Director of Human Resource Planning were other actors associated with the educational planning process at the national level in Cameroon.

A characteristic of the Cameroonian educational system is the operation of specialized training institutions by other government ministries, designed to provide specialized manpower for the specific activities of those ministries, and para-public institutions. Consequently, the senior officials of these other ministries and para-public institutions constituted other groups of actors associated with educational planning at the national level in Cameroon.

Individuals, groups of individuals and religious denominations operate primary, secondary general, technical and professional educational institutions in Cameroon. Thus, a vital group of actors in the educational planning process at the national level in Cameroon consists of proprietors of private schools, church leaders and their educational administrators, namely, school managers and education secretaries.

Participation Patterns

Information was sought on the participation pattern of actors involved or associated with the educational planning process. More specifically, information was sought on the criteria for appointing participants or actors to the different structures. Since these criteria would normally not be found in official documents or Presidential decrees creating the structures, information was obtained through interviews. About twenty-five per cent of the respondents declined to answer the question on criteria for participation, while thirty per cent claimed ignorance. Only forty-five per cent responded.

Responses from the forty-five per cent who provided answers revealed that political allegiance and technical knowledge constitute the major criteria for selecting actors for the planning process. Some respondents indicated that private individuals and groups who give indication of willingness to sponsor certain educational development projects are co-opted. One of the Regional Development Officers stated that individuals and groups indicating willingness to sponsor an educational project could also benefit from bank loans for the specific projects. Consequently, private resources for educational programmes and projects determine the integration of certain private individuals and groups into the educational planning process.

Some actors participate only at the local levels -- provincial, divisional and sub-divisional -- while others participate at both the local and the national levels. Typical among those who participate at all local levels and at the national level are Parliamentarians and members of the Economic and Social Council. In other words, they

follow the planning process from the grassroot to the national level.

Although members of Parliament and those of the Economic and Social Council do not represent specific local areas, but the nation as a whole, an exception is observed in the case of development planning. Either by virtue of their residence or by virtue of their ethnic or regional origin, they participate in the planning of economic, social and cultural development of their areas. As stated by most of the respondents interviewed, during the planning period, all members of Parliament and of the Economic and Social Council who originate from the area return home to participate in the development (planning) committees of their areas and in the Provincial Planning Commissions of their provinces of origin.

Most respondents described Parliamentarians and members of the Economic and Social Council as the elites of their places of origin who possess political and economic resources to attract development programmes sponsored by government. Interest articulation and aggregation by individuals and groups are effected through Parliamentarians and members of the Economic and Social Council.

Actors in the technical structures at the provincial level only participate in similar structures at the national level. Consequently, the Provincial Delegate for National Education participates in the planning activities carried out by the Ministry of National Education. The governor of the province may also participate in the National Planning Commission or be represented by the Minister of Territorial Administration to whom he is responsible. The data for this study also reveal that draft provincial development plans are presented to the Head of State, the Prime Minister, the Minister of Territorial Admini-

stration, and the Minister of Economic Affairs and Planning by the governor.

Nature of Involvement of Actors

Respondents were asked to indicate the nature of involvement of the various actors in the educational planning process in a matrix presented to them. Table XI summarizes the results in percentage of responses.

Table XI shows that Parliamentarians score highest in the measure of involvement in the planning process. Eighty-five per cent of the respondents indicated that leadership is exercised by Parliamentarians in setting targets of the plan; ninety-eight per cent, that they discuss and approve targets; eighty-nine per cent that they are consulted to determine targets; and ninety-two per cent stated that they participate in defining objectives.

Leadership in setting targets is exercised by Parliamentarians, party organs and the Minister of National Education (85, 54 and 42 per cent of the responses, respectively). The discussion and approval of targets is a prerogative of the Parliamentarians. According to Table 11, only Parliamentarians, other ministers, the Prime Minister, business and industrial groups, and educational planners are consulted in determining targets. But, the percentage of responses for educational planners is so small as to suggest their minimal involvement. Educational planners are viewed as bureaucrats and technicians whose activities should be confined to providing technical assistance and not to taking decisions. Any consultation of educational planners is deemed necessary only under the assumption that they possess information and technical expertise.

Table XI

Responses on the Nature of Involvement of Groups Associated with the Educational Planning Process (in % responses)

n = 52

Nature of involvement / Group	Leadership in setting targets	Discussed and approved targets	Consulted to determine targets	Participate in defining objectives
Parliamentarians	85	98	89	92
President				
Prime Minister			41	
Economic and Social Council				92
Minister of Education	42			
Other Ministers			68	72
Party Organs	54			88
Educational Planners			12	29
School Administrators				85
Parent Associations				18
Student Representatives				
Teacher Assoc. representatives				
Business and Ind. Groups			33	27

The current emphasis on technical, vocational and professional education has made it imperative for political leaders and decision-makers to consult the business and industrial groups to help in the setting of educational targets. Some of the respondents indicated that they rely on the economic, technological and commercial groups to indicate manpower needs for the development of those sectors.

Participation in defining objectives shows a high percentage of responses for Parliamentarians (92 per cent), members of the Economic and Social Council (92 per cent), Party Organs (88 per cent), and other ministries (72 per cent). Table 11 shows that the Minister of National Education does not participate in the definition of objectives while "Other ministries" do. The apparent contradiction was explained by one of the senior officials of the Planning Division of the Ministry of National Education.

The participation of other ministries in defining objectives is discernible at the grassroot levels where their local services participate in provincial planning commissions, and in the divisional and sub-divisional development (planning) committees. The Minister of National Education does not define educational objectives or propose programmes and projects. He executes them. In other words, objectives of educational planning are not defined by central authorities. Other ministries may play major roles in defining objectives insofar as they operate training institutions. Their objectives are, however, related to those of the educational system which supplies the inputs of students into the schools operated by the other ministries.

A general conclusion that may be drawn from Table XI is that politicians are more involved than technologists in planning generally and

educational planning in particular at the national level. Although some ministers and members of the Economic and Social Council are not politicians, their roles in the planning process must conform to political objectives and culture of the nation.

Degree of Influence of Actors

Another dimension of the planning actors about which information was sought concerned the degree of influence exercised by the different actors involved in the planning process. Respondents were asked to indicate the degree of influence exercised by planning actors on a scale described as Very Much, Much, Some, Little, and Very Little. Table 12 presents the results according to percentages of responses for each group of actors.

Table 12 shows that politicians consisting of Parliamentarians and officials of the organs of the Party exercise very much influence in the planning process. While serving in provincial planning commissions and in the divisional and sub-divisional development (planning) committees, their proposals carry much weight. They follow the development of the plans from the grassroot levels to the national level. If their proposals encounter any opposition at the local levels, they are redressed at the National Assembly during debate and approval of plans.

One of the respondents of this study cited an example of the degree of influence exercised by Parliamentarians. In the last education plan, Parliament added thirty more schools beyond those proposed in the draft plan. Parliament can change or modify an educational plan

before it is finally approved.

Table XII further shows that, the Minister of National Education, educational planners, other ministers, members of the Economic and Social Council, School administrators, the Prime Minister and the President exercise only some influence in the educational planning process at the national level in Cameroon. A possible explanation of the apparently lesser degree of influence by the Prime Minister, the President, and the members of the Economic and Social Council is that the economic, social and cultural development plan of the country is supposed to be drawn by the people for the people. Presumably, the Parliamentarians exercise greater influence since they are representative of the people.

The business and industrial groups were indicated by respondents as exercising little influence (46 per cent of the responses); seventy-seven per cent of the respondents indicated that parent associations exercise little influence. Teachers and students were indicated as exercising very little influence. Benveniste (1977:149) asserts that:

> ... no educational planner is going to involve students in planning unless they organize and demand participation; this is not because students are ignorant of educational issues, but because they are irrelevant to implementation if they are not organized.

That students in Cameroon are not ignorant of educational issues in Cameroon is shown by numerous student articles in the local newspapers. The contribution of students to educational planning in Cameroon is minimal. The researcher had the opportunity of reading an article in the local dailies written by a student of the University of Cameroon (Tribune, June 30, 1982), in which he attempted to identify the causes of rampant failures in the faculty of science and to suggest

Table XII

Views of Respondents on the Degree of Influence Exercised by Actors Involved in the Planning Process (in percentage of responses)

n = 52

Scale / Group	Very Much	Much	Some	Little	Very Little
Politicians (MPs & Party)	96	4			
Minister of Education			60	28	12
Educational Planners			54	32	14
Other Ministers		12	48	31	9
Teacher Associations			9	11	80
Student Representatives					100
Parent Associations			18	77	5
Business and Ind. Groups			33	46	21
Economic and Social Council			55	38	7
School Administrators			48	37	15
Prime Minister			31	44	25
President		8	16	46	30

remedies, some of which in the judgment of the researcher were very plausible.

Although a student organization exists at the university, political constraints have precluded any chance of effective organization which should lead to demands for participation in the educational planning process. From the standpoint of students, educational planning in Cameroon tends to be paternalistic. The one area of planning in which the participation of students has been deemed necessary in scholarship allocation. But this participation has been fortuitous. However, even in this area of planning, although students participate, their influence is negligible.

What has been observed with students applies to the teachers as well. Table XII shows that teachers exercise very little influence in the educational planning process. Their own situation may be described as worse for unlike the students, no teacher association exists, similarly due to political constraints. Teachers are civil servants. Consequently, the professional nature of teaching in Cameroon has dwindled in importance. Using the view of Benveniste (1977), it is fair to reason that teachers in Cameroon do not participate in the educational planning process for lack of a teacher association.

There is evidence that parent associations exist in Cameroon, but as Table XII shows, they exercise little influence in educational planning in Cameroon. An explanation by one respondent probably based on logic is that all the actors of the planning structures are parents, and therefore, it would be erroneous to talk of parent associations not represented or not exercising influence in educational planning.

Educational planning has ordinarily been associated with individuals designated as educational "planners". Although educational planners are viewed in other settings as people who exercise the greatest influence in educational planning, this study reveals the contrary in the Cameroonian context. Table XII shows that educational planners in Cameroon exercise only some influence (54 per cent of the responses) in the educational planning process.

The questionnaire responses were validated by those of the interview. One of the respondents of this study in the Planning Division of the Ministry of National Education, explained that the educational planners intervene only occasionally in decision-making. His suggestions and points of view may be rejected. His rather eloquent and philosophical statement that "when an educational planner makes a proposal he must first of all read and understand the mind of the politician" does not only further underscore the role and influence of the politician in educational decision-making at the national level, but it also explains the impotence of the educational planner in Cameroon.

A further opinion expressed by a respondent has to do with ways to enhance the influence of the educational planner. According to this respondent, "educational planners in Cameroon can only influence planning decision as a group". This assertion reflects the view expressed by Benveniste (1977) that professional consensus is invaluable to the enhancement of the planner's influence.

Most respondent planners believe that foreign experts are more influential than Cameroonian planners. They can more easily influence educational decisions. They have more access to top decision-makers. One of the respondent planners in the Guidance and Counselling section

of the Planning Division, Ministry of National Education revealed that, the head of the section is a French expert, "The Minister listens to him and accepts most of his proposals."

Characteristics of Actors

It was assumed in this study that the social, political and educational characteristics of actors in the planning process would affect their functioning as planners. Given this assumption, background data were sought on actors' educational levels, social status, tenure of office and ideology. Conceptually, the effects of these characteristics on planning behaviour may be hypothesized as follows: the more educated the actor, the more influence, knowledge and confidence he commands; the higher the social status, the more influence the actor would exercise; the longer the tenure of office, the more dominating and experienced the actor; actors will perform their planning functions in conformity with the ideas they hold about planning (Adams, 1973).

The political structures and actors involved in the planning process at both the provincial and national levels have a five-year term of office. Consequently, their members are appointed or elected for a five-year term. As has already been mentioned, Provincial Planning Commissions and the divisional and sub-divisional development (planning) committees are a heterogeneous group consisting of party officials who are permanently in place and civil servants who are subject to transfers. Transfers of civil servants give officials of the Party the opportunity of exercising the greatest influence in planning decisions of the province, division or sub-division.

An examination of membership in the different structures involved in the planning process shows that most are individuals of high social status. They are heads of government departments, presidents and secretaries of Party organs and principals of public and private educational institutions. Private individuals co-opted into the planning structures are usually wealthy. Their participation is usually based on their positions as present or potential sponsors of development projects in the area of education. Private individuals of high socio-economic status who give indication that they are prepared to sponsor an educational project could benefit from bank loans, national and international.

Some individuals and groups enjoy a low economic status but enjoy a high social status by virtue of their active participation in the activities of the Party at both the provincial and national levels. Some of these activities may involve financial support to the Party and active support of Party ideology.

The educational levels of participants in the structures involved in the educational planning process at the national level range from the Primary School Certificate (6-8 years of schooling) to doctorate degrees in different disciplines and professions. Political structures involved in educational planning at the provincial levels are made up of individuals whose levels of education range from primary school to first degrees. There are, however, relatively more officials with less than a full secondary education than those with university degrees.

The provincial, divisional and sub-divisional and district development (planning) committees consist of groups whose educational levels range from primary school certificate to doctorate degrees. Principals of schools, directors of post-secondary institutions, inspectors of

education and the provincial delgates for national education who participate in the planning process have at least a first degree. The same is true with other provincial heads of technical services as well as prefects and governors in the provinces.

Three of the officials of the Provincial Department of Planning in three different provinces indicated that during the sessions of the divisional, sub-divisional and district development (planning) committees, elites of the area living in other parts of the country attend. Most of these elites are highly educated individuals, some with higher degrees. The educational characteristics of groups in the national structures are similar to those described for the provinces.

Groups involved in development planning in general and educational planning in particular at the national level have different ideologies concerning planning. From interview responses, the ideologies of political structures show a great contrast to those of the technical structures and between the learned and the non-learned, regarding educational planning.

The philosophies of educational planning propounded by politicians and those propounded by technicians concerned with the technical elaboration of educational plans differ. The former propose political expediencies while the latter emphasize scientific analysis as a basis for decision-making. The educated groups feel that educational planning should involve only a few politicians who can participate in formulating policy while the definition of operational objectives, should be left to educators and educational specialists. All the groups interviewed agreed that planning should be a collective enterprise but that educators and educational planners should play a major role.

SUMMARY

This chapter examined structures and actors associated with the educational planning process at the national level in Cameroon. The different structures, their functions, and the participation pattern were described and analyzed. The last section of the chapter discussed actors serving in the different structures and their characteristics.

From the description and analysis of planning structures and actors presented in this chapter, the following tend to be the major features:

1. There is an established policy to democratize the planning process at the national level in Cameroon.
2. Structures established for planning generally and educational planning in particular reflect the democratic principles declared by the Cameroonian political leaders and decision-makers. Structures are established beginning from the grassroot to the national level across the country and corresponding to villages, sub-divisions, divisions and provinces.
3. Participation patterns differ with groups involved in the planning process. Parliamentarians and members of the Economic and Social Council participate as actors in planning structures both at the local and at the national levels.
4. Actors serving within structures are drawn from all walks of life. They include political, technical, professional and lay groups with different social, educational and ideological characteristics. Officials of the Party tend

to be more permanent actors than actors from the technical groups.

5. Judged from the planning process and the decision hierarchy, it is fairly resonable to describe the educational planning process at the national level in Cameroon as adaptive and developmental. It is adaptive in that decisions tend to be pushed upwards to central and national authorities where the parameters of choice at the lower levels may be altered or modified; consequently compelling lower-level planning structures to resort to political manipulations to achieve their goals.

It is also developmental in that there exists relative interdependence between politicians and technical experts. While the politicians believe in political expediencies as the basis for the planning decisions, they recognize that successful planning must meet certain technical criteria. On the other hand, technical experts recognize that their influence as planners can only be possible by avoiding conflict of interests with political leaders and decision-makers.

CHAPTER VII

OBSTACLES TO EDUCATIONAL PLANNING

The previous chapters described and analyzed educational planning at the national level in Cameroon focusing on determinants, processes, structures and actors. The present chapter presents findings on problems and obstacles confronting educational planning and educational planners in Cameroon. The findings are based on responses to Question 22 of the questionnaire (Appendix I) and on a survey interview question requiring respondents to identify problems and obstacles confronting them in their educational planning activities.

IDENTIFICATION OF PROBLEMS AND OBSTACLES TO EDUCATIONAL PLANNING IN CAMEROON

Table XIII presents results of responses to Question 22 of the questionnaire in percentage of responses. Table XIII reveals that inadequate statistical data (93 per cent of responses), lack of trained personnel in planning (86 per cent), political pressures (81 per cent), and the absence of a link between education and employment (73 per cent) constitute the most common problems and obstacles experienced and perceived by decision-makers and planners in Cameroon. The uncommon problems and obstacles are "Lack of co-operation from Parents (32 per cent) and "Contradictory Goals" (48 per cent).

Further information on problems and obstacles to educational planning at the national level in Cameroon was obtained through interviews with respondents. The additional information obtained is analyzed in sub-sections that follow.

Table XIII

Summary of Responses on Problems and Obstacles to Educational Planning in Cameroon

n = 52

Problems and Obstacles	Percentage of Respondents
Inadequate statistical data	93
Lack of trained personnel in planning	86
Political pressures	81
Lack of link between education and employment	73
Unclear policies and objectives	68
Lack of comprehensive diagnosis of educational needs	66
Lack of influence by educational planners	65
Resistance to change	60
Lack of educational planning-related research	56
Lack of co-ordination of planning activities	54
Limited financial resources	52
Contradictory goals	48
Lack of co-operation from parents	32

Inadequate Statistical Data

From the interview responses, the following problems and obstacles relating to statistical data for educational planning were identified:

1. Personnel and materials for statistical data collection are insufficient.
2. Questionnaires for statistical returns sent to schools are poorly completed.
3. Lateness of statistical data, since questionnaires for statistical returns are sent and received by post.
4. Lack of means of transport to collect statistics from schools far off from main centres.
5. Some Provincial Delegates for National Education and divisional Inspectors of Education do not place a high value on problems of educational statistics. For instance, some Provincial Delegations for National Education have converted their statistics sections to confidential secretariats.
6. Some Provincial Delegates elaborate their own statistics which are very different from those of their statistics offices.
7. Many teachers do not know how to read questionnaires and consequently cannot complete them correctly. Certain school principals refuse to recognize the importance of school statistics.

8. Questionnaires sent out by central services are insufficient to cover all the schools found in an area.
9. Difficulties are encountered in the classification of schools. It is difficult, to distinguish between secondary general and secondary technical education institutions; some schools classified as "Evening Schools" operate during the day.

One of the officials of the Planning Division of the Ministry of National Education indicated that it is difficult to rely on statistics reported by school authorities in the provinces. According to this official, statistics are deliberately falsified by Provincial Delegates, Divisional Inspectors of Education and Principals in order to have their budgets increased by the Ministry of National Education.

No information was provided by the Planning Division regarding the treatment of statistics known to have been falsified. The present action of the Planning Division is to improve the machinery of data collection in order to ensure that more reliable statistics are reported. At the moment, it can only be speculated that statistics from the provinces are accepted as reported.

Qualified Personnel in Planning

The problem of personnel trained in educational planning is a perennial one in Cameroon. In his article, "Analyse des Experiences Nationales de Planification et d'Administration de l'Education et de Formation daus ces Domaines" (An Analysis of National Experience in Educational Planning and Administration and Training), Ndzengue (1980) who is also Chief of the Planning Division of the Ministry of National

Education, stated that Cameroon still lags behind other countries in the training of educational planners.

Since independence up to the 1970s, Cameroon has relied increasingly on UNESCO experts. In recent years, she has been trying to train Cameroonians to replace UNESCO experts through different schools in the country which offer programmes related to educational planning, mainly statistics. Since these schools offer only introductory programmes, Cameroon has been compelled to send personnel for training at the UNESCO International Institute for Educational Planning, Paris. Only few Cameroonians have, however, benefited from this training. Other means of providing qualified personnel have been through the use of personnel in other departments of government specialized in various areas, especially in demography, economics, psychology, statistics, sociology, teaching, building technology and architecture.

An examination of the list of personnel in the Planning Division of the Ministry of National Education revealed that the planners consist mostly of educators. Two of the "planners" -- both of them females -- have Masters degrees in Education with a bias in planning and evaluation; two others -- both of them males -- have received training in educational finance at the International Institute for Educational Planning, Paris.

Statisticians form the next group of personnel in the Division. Some were trained in the Cameroon School of Statistics. According to the Chief of the Planning Division, the training offered in the School of Statistics is rudimentary and does not fully meet the needs of the Division. The section for guidance and counselling in the Division has few psychologists, most of them foreigners.

Respondents in the Planning Division indicated that the problem of personnel qualified as planners does not stem from scarcity, but from lack of motivation. One of the respondents pointed out that many qualified persons come to the Planning Division and are not given responsibilities that match their training, and they leave after a short period.

The lack of personnel trained in educational planning has two shortcomings. First, there is a general lack of confidence in the quality of education planning performed by the Planning Division. Secondly, it is difficult for the present personnel to employ modern techniques of planning.

Political Pressures

This item was checked mostly by structures involved in the technical elaboration of educational plans. Political pressures were identified as obstacles to educational planning in the following respect:

> Politicians press for the establishment of schools where infrastructure and population do not justify them. One of the senior officials of the Planning Division of the Ministry of National Education indicated that it is the responsibility of the Planning Division to carry out feasibility studies before a school is opened. But sometimes, schools are opened on the demand of politicians.

This obstacle links with that of collecting statistical data. Some schools opened in remote areas are so far from major centres that the distribution of questionnaires for statistical returns becomes difficult. Consequently, it is impossible to know school enrolment in

such areas in order to accurately analyze facilities and equipment required.

Lack of Link between Employment and Education

Although the present emphasis is on a link between education and employment, respondent planners indicated a number of problems and obstacles:

1. It is difficult to control choices made by students and potential students.
2. Recruitments in the various sectors of the economy are based on criteria which the educational system finds difficult to meet. Most employers recognize on-the-job training more than that provided by formal educational institutions.
3. Studies of job descriptions for various occupational categories to guide programme development in the educational system are not undertaken.
4. Curriculum development is carried out without contributions from employers, professional groups, and the community.

Unclear Objectives

The absence of clear and precise objectives was checked by 68 per cent of the respondents as an obstacle to educational planning in Cameroon. The specific obstacles identified by respondents were the following:

1. The objectives to be pursued by the different levels and types of the educational system, from nursery to university education;
2. Short-term objectives are not distinguished from long-term objectives; and
3. Lack of a philosophy of education for Cameroon.

An official of the Planning Division of the Ministry of National Education indicated that the objectives of planning are not defined in terms of different levels and types of the educational system. So much emphasis is placed on the objective of manpower supply that it appears primary education should also be geared towards meeting this same objective. According to one respondent, in the absence of clear objectives for different types and levels of the educational system, educational planners find it difficult to distinguish what type or level of education should be terminal and which should lead to post-secondary institutions.

Some respondents explained that the absence of clear objectives for different levels and types of the educational system has led to confusion in the structure of the educational system in some provinces. As noted elsewhere in this chapter, it has become difficult to classify some educational institutions in two provinces as secondary general, commercial or technical. The difficulties facing the educational planner in this respect were stated by one of the respondents as follows:

> You try to count the number of students pursuing technical or commercial education to forecast the number that will be available to the economy in a number of years ahead. You find that no technical or commercial school exists in that province. Since a secondary school is classified as general, you conclude that no students pursuing commercial or

> technical education exist in the division or province. When statistics of the school are sent to us, we are unable to separate students pursuing commercial from technical or general education. This is however a phenomenon of private institutions. What we lack are clear policies and objectives regarding the structure of the educational system.

Most of the objectives defined for educational planning are long-term. Short-term objectives are only identified through implementation of plans where objectives are implemented in order of priority. One of the planners indicated that this procedure causes problems of plan evaluation. "Should we evaluate in terms of the long-term or short-term objectives?"

The lack of a philosophy of education for Cameroon was identified by many respondents as an obstacle to educational planning. A respondent politician, however, asserted that Cameroon has a philosophy of education, "it can be read in speeches of the Head of State, educational planners should read them to understand our philosophy of education." On the other hand, one of the senior officials of the Planning Division of the Ministry of National Education stated that to be helpful, "Our philosophy of education should be separately documented for the interest of teachers, administrators and to guide educational planning." Some respondents indicated that besides manpower objectives, education plays other roles in society, and these should be clearly stated to guide planners of the Cameroonian education system.

Lack of Comprehensive Diagnosis

Sixty-six per cent of the respondents checked this item. The lack of a comprehensive diagnosis of the educational system hampers educa-

tional planning. The diagnostic problems identified by respondents are summarized as follows:

1. Lack of knowledge of areas not adequately served by the educational system;
2. No studies exist to determine the level and content of education needed for different categories of employment;
3. No indicators of educational development have been developed;
4. No studies exist on the aspirations of students and the different levels of education;
5. Lack of knowledge of extent of equal educational opportunities;
6. Lack of knowledge of teachers' needs in terms of aspirations and motivation;
7. Lack of knowledge of relationship between income and level of education; and
8. Lack of appropriate methodologies for the evaluation of educational programmes and methods.

With regard to the evaluation of educational programmes and methods, one official of the Planning Division of the Ministry of National Education asserted that results of examinations at the end of secondary general and technical education have been growing worse in recent years. He blamed the high annual rates of failures on the absence of evaluation of programmes and methods of teaching. Although there exists an Inspectorate of Education, this department is contented with drawing up programmes and proposing teaching methods without evaluating their

suitability.

Lack of Influence by Educational Planners

Educational planners in Cameroon are viewed as bureaucrats and administrators who should only execute the wishes of the people. Planners do not contribute in decision-making. Their views do not carry much weight even where their technical expertise reveals that certain courses of action are not feasible. Most respondent planners indicated that planning decisions are based more on political expediencies than on technical knowledge. A respondent in the Ministry of National Education stated that there is no one called a "planner" in Cameroon, "The people are the planners; we only supply technical information to the people to assist them in decision-making".

It may be reasonable to speculate that the impotence of the planner in the Ministry of National Education affects his interest and performance in the job. Some qualified personnel in the Planning Division are known to have resigned from their positions because of lack of "professional motivation".

Resistance to Change

Resistance to change is a phenomenon described by one of the respondents as "endemic among some Cameroonians". Change is viewed as a threat to many Cameroonians. Some are conservative and still look to the past as the ideal to be emulated in the present and the future. Many Cameroonians, for instance, still believe in the classical curriculum as the foundation of knowledge. Controversies over the new and the old system of education, although subsiding, continue to bedevil

the educational planning system. A current argument still raging is that of incorporating the traditional system of education into the present system.

Lack of Educational Planning-related Research

Research is an indispensable component of the educational planning process. Besides its usefulness in providing qualitative information useful in educational planning, it is a potential contributor to educational reforms. Lack of educational planning-related research was checked by fifty-six per cent of the respondents as an obstacle to educational planning. The fifth five-year developmental plan identifies the specific difficulties as follows:

1. Lack of an institutional set-up,
2. Inadequate manpower,
3. Lack of financial resources, and
4. Lack of information,

The fifth five-year economic, social and cultural development plan recognizes these problems, and provisions have been made to alleviate them. Although respondents checked "lack of research" as an obstacle to educational planning, it appears there has been research but no method of communicating research results has been developed. According to the fifth five-year development plan, "There was still no dialogue and feedback between the users themselves and between them and the researcher who produced the results" (5th Plan, Vol. IV, 1981:834). The Fifth Plan envisages extensive research in education, psychology, and educational reform.

Lack of Co-ordination of Planning Activities

Fifty-four per cent of the respondents checked the "lack of co-ordination" as an obstacle to educational planning in Cameroon. Most respondents pointed to the absence of co-ordination between those structures in charge of manpower in the Ministry of Labour, Manpower Planning in the Ministry of Economic Affairs and Planning, and the Ministry of National Education. This explains the absence of organic linkage between education and manpower planning. Although education and manpower targets appear in the fifth five-year development plan, they appear separately from each other.

A senior official in the Ministry of Economic Affairs and Planning, Department of Human Resources, commented that a major weakness of educational planning in Cameroon is that education is not linked to employment. He refused to recognize the existence of educational planning in Cameroon, without such a link.

Because of the absence of co-ordination, some respondents in the Human Resource Department suggested that some planning activities of the Planning Division of the Ministry of National Education should be performed by the Human Resource Department. For instance, these respondents viewed the tasks of the Guidance and Counselling section of the Planning Division of the Ministry of National Education as part of the responsibilities of the Human Resource Department.

Limited Financial Resources

Financial constraints were identified by fifty-two per cent of the respondents as a limitation to educational planning in Cameroon. Al-

though for many years now, education has had the largest share of the Cameroon budget, respondents indicated that the increase of the school-age population has made educational planning difficult. With the increase in school-age population, there has been a corresponding increase in the demand for places and facilities. The main difficulty expressed by respondents is that of allocating the funds available to different types and levels of the educational system.

A senior official of the Planning Division of the Ministry of National Education pointed out that budgets prepared by the Division for educational planning and sent to the Ministry of Economic Affairs and Planning have had to be reduced significantly. A senior official of the Ministry of Economic Affairs explained that such reductions are normal given the demands of other developmental projects in the economic, social and cultural development plan.

The relatively limited financial resources for education have been responsible for uncompleted educational projects. Many proposed secondary, technical and general educational institutions, although operating, are still without facilities. Some schools are still occupying temporary buildings. Similarly, the decentralization of the university has not been fully realized.

Although "limited financial resources" was identified as an obstacle to educational planning, previous educational plans were described as successful by most respondents. A Parliamentarian interviewed stated that the fourth five-year development plan was executed at seventy per cent despite financial constraints. He attributed the success to an efficient planning system, external aid from bilateral and multilateral sources and "will of the people to progress".

Contradictory Goals

Some respondent planners indicated that some of the problems and obstacles confronting educational planning in Cameroon originate from contradictory goals. For instance, while the declared goals for educational planning emphasize the development of vocational, technical and professional education, most secondary educational institutions in the country are still of the classical type with classical curricula; more of such schools continue to be established. One of the respondents who checked this item and provided further information stated that without clear goals, it is difficult to have a clear notion of what is being planned.

Lack of Co-operation from Parents

Most parents are either illiterates or semi-literates with the consequence that they exercise little or no influence over educational decisions made by their children. Other parents influence their children to follow careers and professions which have been lucrative and prestigious in the past.

SUMMARY

The focus of this chapter was on problems and obstacles to educational planning at the national level in Cameroon as perceived and experienced by respondent planners. The findings revealed that problems and obstacles to educational planning perceived and experienced in other settings of developing countries exist in Cameroon.

What probably seems encouraging and inspiring, however, is that

Cameroonian political decision-makers and planners are themselves aware of these problems and obstacles. There is expressed acknowledgment of some of these constraints in policy statements and in the development plans themselves. Hence, some of the elements of the development plans make provisions for ways of improving on the procedures and tools of decision-making at the national level in Cameroon.

CHAPTER VIII

SUMMARY, CONCLUSION, IMPLICATIONS

This chapter presents a summary of the study, concluding observations, implications and recommendations for educational planning in Cameroon and for further research.

SUMMARY OF FINDINGS

Purpose of the Study

The purpose of the study was three-fold:

1. To provide a general insight into the educational planning process at the national level in Cameroon focusing on determinants of educational planning, procedures and methodologies, structures and actors;
2. To identify problems and obstacles confronting educational planning and educational decision-makers and planners; and
3. To identify vistas for further research.

Determinants of Educational Planning

The findings relating to this aspect of the study reveal that decision-makers and planners in Cameroon view education as a key instrument of economic, social and cultural development. The findings of the study identified the following factors as those initiating and influencing educational planning at the national level in Cameroon:

1. The provision of manpower for all sectors of the economy;
2. The satisfaction of social demand for education given

the rate of increase of the general population and the school-age population;

3. The use of education to ensure social development and progress among individuals, groups and regions across the country;
4. To reduce unemployment by introducing and developing suitable educational programmes for students and for economic, social and cultural development; and
5. To use education to foster national unity by harmonizing the educational systems of the francophone and anglophone provinces and by emphasizing bilingualism among teachers and students.

Besides these internal sources of pressure, educational planning in Cameroon has been initiated and influenced by the external environment, through motivation and contributions provided by bilateral and multilateral agreements, and international conferences and symposia.

Planning Procedures and Methodologies

Presentation of educational policy to guide the definition of specific objectives for educational planning marks the beginning of the planning process. The policy is put forward by the Head of State and discussed by the Central Sub-Committee for social and cultural development of the National Party. Contribution to the policy is provided by the Consultative Council and the Higher Council on National Education.

The definition of objectives involve the proposing of educational programmes and projects to be undertaken. No "definition" of objectives, in the technical sense of the term, is undertaken. However, the object-

ives envisaged are implicit in the educational programmes and projects proposed.

The approaches followed in the establishment of educational plan targets are based on manpower requirements and the social demand for education. Manpower forecasts and demographic analysis form, at present, the specific techniques used in translating objectives into educational plan targets. School and population statistics constitute the major statistical bases for educational planning. Although manpower statistics are collected by means of surveys, no evidence exists that they are used for the purpose of educational planning. Research for educational planning is recognized but has had little impact on educational planning in Cameroon.

Activities performed to ensure plan implementation were identified as those of identifying tasks to be performed, organizational design, assignment of responsibilities, co-ordination of activities and the provision of financial incentives to those performing tasks.

Evaluation of educational plans takes the form of comparisons between established targets and the achievement of those targets at the end of the five-year plan period. Essentially, the evaluation methods are based on quantifiable elements.

Structures and Actors

Development planning generally and educational planning in particular at the national level in Cameroon is based on the fundamental principles of democracy, consultation and dialogue. The structures established for planning and the actors involved in the planning process reflect the fundamental principles.

Structures for educational planning are established from the grass-root to the national levels. The actors involved in the planning process are drawn from political, administrative, technical, professional and lay groups across the country. Of all the groups involved, political decision-makers exercise the greatest influence in the planning process; they are consulted in the establishment of plan targets, they define policy, and participate in the definition of objectives at all levels of planning structures.

Actors in the planning process differ in terms of tenure of office, educational characteristics, social status, influence and ideologies, all of which influence their functioning as educational planners. Individual actors and groups of actors differ in their views on what constitutes effective planning and on the eligibility for participation in the educational planning process.

Problems and Obstacles to Educational Planning

Respondent planners identified a number of problems and obstacles confronting educational planning and planners. The major problems and obstacles consist of the following:

1. Lack of personnel trained in educational planning;
2. Lack of adequate and reliable statistical data;
3. Political pressures;
4. Lack of comprehensive diagnosis of educational needs;
5. Unclear policies and objectives;
6. Lack of effective link between educational planning and manpower planning;
7. Lack of influence by educational planners; and

8. Resistance to change.

CONCLUSIONS

This section presents the conclusions derived from the findings of this study. The conclusions are presented under the headings of the facets that were delineated for investigation.

Determinants of Educational Planning

1. Educational planning in Cameroon originates as a response to the economic and social conditions of the external environment.
2. The educational planning system places a high priority on providing employment-related education to students. Decision-makers and planners intend the educational planning system to function in an interdependent relationship with its external environment. Educational planning is responsive to the employment demands of the economic, social and cultural environment.
3. It is the intention of decision-makers and planners to render education at all levels and of all types in Cameroon functional. A high priority is placed on providing students with knowledge and skills required to solve economic and social problems in the external environment. This conclusion is derived from the emphasis placed by planners in Cameroon on science, vocational and professional education.

4. A low priority is placed on intellectual and aesthetic activities by decision-makers and planners, whose main focus is on preparing students for employment. Consequently, the educational planners develop and adopt realistic rather than idealistic goals which reflect the actual conditions of education's external environment.
5. The educational planning system is receptive to new ideas from both its internal and external environments, prepared to experiment and to effect suggested changes. This conclusion is substantiated by the increasing impact of the bilateral and multilateral institutions and international conferences and symposia on the educational planning system in Cameroon.

Procedures and Methodologies of Educational Planning

The following are the main conclusions on this facet:

1. Policies to guide educational planning are a prerogative of the Head of State and the National Party.
2. Objectives to be translated into plan targets are not operationally defined.
3. Methods for establishing plan targets are still based on rules of thumb.
4. A low priority is placed on the collecting and analysis of statistical data.
5. A low priority is placed on educational planning-related research by decision-makers. Educational planners do not view research as part of their planning activities.

Research results produced by the relevant research institutes have little or no impact on educational planning decisions.

Structures and Actors

The study of structures and actors associated with the educational planning process at the national level in Cameroon leads to the following main conclusions:

1. Educational planning is both centralized and decentralized. Planning decisions are taken at the sub-divisional, divisional and provincial levels but are subject to the approval of central structures at the national level. Since decisions taken at the local levels may be altered at the national level, structures and actors at the lower levels resort to political manipulation to achieve their goals.
2. From the standpoint of students, teachers and parents, educational planning in Cameroon is paternalistic. Evidence from the study revealed that teachers, parents and students do not participate in the planning process and exercise little or no influence in planning decisions.
3. Educational planning is highly politicized. This conclusion is substantiated by the fact that planning decisions are greatly influenced by politicians who participate at all levels and at virtually all stages of the educational planning process. Political processes carry more weight than technical processes.

4. The principle of democracy, consultation and dialogue applied to development planning generally and educational planning in particular by decision-makers has not been extended far enough to include the direct consumers of the educational system.

Problems and Obstacles to Educational Planning

While decision-makers and planners in Cameroon are aware of the problems and obstacles facing educational planning in Cameroon, the following constitute the major conclusions derived from the findings on this facet:

1. Lack of educational planning-related research to identify problems and obstacles to educational planning and to suggest solutions is central to the perceived problems and obstacles.
2. Most of the problems and obstacles identified have to do with the logistics in educational planning. A low priority is placed on the procurement, movement and maintenance of the human and financial resources to support educational planning.
3. Other problems, such as the lack of an effective link between education and employment, as identified by respondent planners originate from the organizational aspect of planning.. The technical structures charged with elaborating the manpower plan exist and operate separately without the necessary exchange of information

and expertise.

IMPLICATIONS

The findings of this study have a number of implications for the practice of educational planning at the national level in Cameroon and for further research. These implications should be interpreted as suggestions to those associated with the educational planning process and for those interested in conducting research related to educational planning in Cameroon. The implications are suggested by the problems and obstacles identified in this study.

Implications for Practice

1. Decision-makers and planners in Cameroon assume that certain types and levels of education are more important to the development process than others. They are more concerned with the production of manpower for the growing economy than for individual intellectual and aesthetic development. The total development process would require the contribution of all types and levels of education. Musicians, athletes, religious leaders and authors are equally likely to contribute significantly to economic growth, and social and cultural development as well as agriculturists, engineers, business executives and lawyers.

   The present factors determining educational planning ignore the needs and interests of certain individuals and students. The needs of students are superseded by those of society.

If present trends continue, occupational education would develop at the expense of intellectual and aesthetic education. A vicious circle might have been created when employment opportunities for certain occupations reach saturation point. Educational planning should be partly based on the needs expressed by students and partly those dictated by environmental conditions.

2. The findings of this study reveal that the procedures and methodologies of educational planning suffer from a number of shortcomings, mostly technical. Two factors account for these shortcomings. First, personnel trained in planning are lacking both in the Ministry of National Education and in the Ministry of Economic Affairs and Planning. Secondly, ministries performing activities related to educational planning, such as the Ministry of Social Welfare and Ministry of Labour do not exchange information and expertise.

The shortcomings mentioned above have implications for logistics in planning. A closer co-operation among the relevant ministries would ensure the availability and flow of the necessary resources, such as information and expertise, for the purpose of educational planning. If, as declared in official pronouncements, education is a key factor in the economic, social and cultural development process, technical personnel and information from the relevant ministries should converge during the actual elaboration of the educational plan and target setting.

The findings on this variable also have implications for the recruitment and training of personnel and the assignment of planning responsibilities in the Ministry of National Education. Planning activities in the Ministry of National Education indicate that required personnel should include educators, economists, demographers and statisticians, with a bias in educational planning. Individuals already trained in planning may be recruited or more of existing personnel be offered opportunities for in-service training locally or abroad.

A well-developed data collection procedure and set of instruments is basic in solving the data collection problem identified by respondent planners. Proper timing will also help to solve the data collection problems. Rather than yearly collection of data, statistical data collection should be a continuous process. The collection of statistical data at the end of each school term (three months) would ensure the early procurement of adequate and reliable data.

3. The findings on the structures and actors associated with the educational planning process suggested a need to broaden participation to include teachers, students and parents. Educators and other professional groups should play a major role in defining objectives and in planning the curricula for the different levels and types of the educational system with contributions from students, parents and teachers.

> The attention given to the educational aspects of the development plan by development (planning) committees at the sub-divisional, divisional and provincial levels is inadequate. Many subjects related to educational planning, such as curriculum and teachers, are not discussed. These actors are more concerned with physical facilities, plants and sources of funding. If present trends continue, educational planning at the local level will be confined to the establishment of schools. It is therefore desirable that development committees broaden the scope of their educational planning activities.

Implications for Further Research

Although this exploratory study provides some empirical information on educational planning in Cameroon, more information and understanding can be gained by further investigation. This study can be replicated under more rigorous conditions. An ethnographic approach requiring the participation of the researcher in the planning sessions of various structures should probably offer a better opportunity for studying educational planning at the national level in Cameroon.

Based on the findings of this study and particularly on the problems and obstacles to educational planning identified in Chapter VII, the following constitute the areas proposed for further investigation:

1. This study has uncovered some information on the actual function of the Ministry of National Education in the educational planning process. A further in-depth study should provide detailed information on the role of the Ministry of National Education in the educational planning process given the integrated and democratic system of development planning in Cameroon.
2. One of the problems and obstacles to educational planning at the national level in Cameroon pertains to the collection of adequate and reliable statistical data. A more detailed study of data collection methods and instruments, the timing of data collection, the types of data required for educational planning, and the data collection agencies is required.
3. The feasibility of modern techniques applied to educational planning require study.
4. The findings of this study indicate that planning decisions derived politically take precedence over those reached by technical analysis. The degree of influence of the former over the latter cannot be stated with certainty. A study could be developed to test the influence of politics and technical analysis in educational planning decisions.

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APPENDIX 1

THE QUESTIONNAIRE

THE QUESTIONNAIRE

Considering the time available to you for your official work, the questions posed in this questionnaire require only brief responses. Be assured that responses provided by you would be used solely for the purpose of this study and would not be made available to any third party. Data would be analyzed in accordance with ethical and professional norms of research, with due regard to confidentiality of source.

1. Date of Birth _____ 2. Sex _____

3. Province of Origin _____ Division _____

4. Highest Level of Education _____

5. Field of Specialization (check the answer(s) which apply)

   (1) _____ Social Sciences

   (2) _____ Natural Sciences

   (3) _____ Mathematics

   (4) _____ Statistics

   (5) _____ Education

   (6) _____ Other (specify)

6. Have you received any professional training in educational planning?

   Yes _____ No _____

7. If "yes", what was the nature of the training? (check the answer(s) which apply)

   (1) Techniques of educational planning _____

   (2) The politics of educational planning _____

   (3) Other (specify) _____

8. In which institution did you receive the training?

   _____

9. Present Position _____ since _____

10. Previous Position _____

11. What are your major responsibilities in your present position?

_____

_____

12. The table below contains a list of possible factors determining and influencing educational planning in developing countries. Against each factor, check (✓) the scale which corresponds to the degree to which each determines educational planning in Cameroon.

Scale / Determinant	Very Much	Much	Some	Not Much	Not Very Much
Population growth					
Social Demand for education					
Manpower requirements					
Unemployment					
National integration					
External financing					
Regional disparities					
International seminars					
Other (specify)					

13. Which of the following approaches best describes the method used in setting educational plan targets?

(1) _____ Manpower Approach (meeting the need for qualified manpower for the economy)

(2) _____ Social Demand Approach (providing education to all who demand it and are qualified)

(3) _____ Cost-benefit Analysis (Rate-of-Return in Education)(ie. investing in the type and level of education most economically profitable to society)

(4) Other (specify) _____

_____

14. From the list below, check (✓) the technique or techniques used in educational planning:

(1) _____ Programme Evaluation and Review Technique (PERT)

(2) _____ Linear Programming

(3) _____ Flow Charts

(4) _____ Critical Path Method

(5) _____ Mathematical Models

(6) _____ Gant Bar Charts

(7) _____ Delphi

(8) _____ Forecasting Techniques

(9) _____ Other (specifc) _____

_____

15. From the list of statistical bases below, check (✓) those used by you in your educational planning activities:

(1) _____ Population statistics

(2) _____ Educational statistics

(3) _____ Manpower Survey Statistics

(4) Other (specify) _____

_____

16. The following list contains areas which most developing countries require assistance from technical assistants and experts from developed countries and international organizations. Check (✓) those in which Cameroon requires such assistance.

(1) ✓ Supervision of educational projects

(2) ✓ Design and construction of school buildings

(3) _____ Curriculum development

(4) _____ Costing of educational plans

(5) _____ Research related to educational planning

(6) _____ Training local planners

(7) Other (specify) _____

_____

17. Check (✓) from the list below activities performed to ensure the implementation of educational plans:

(1) _____ Identification of tasks to be performed

(2) _____ Organizational tasks

(3) _____ Assignment of responsibilities

(4) _____ Design of an information and communication system

(5) _____ Arrangement of tasks in time sequence

(6) _____ Recruitment of personnel

(7) _____ Establishment of system of controls

(8) _____ Training of personnel

(9) _____ Co-ordination of activities

(10) _____ Development of leadership

(11) _____ Provision of incentives to motivate those in charge of plan implementation

(12) Other (specify) _____

_____

18. Check (√) from the list below the procedures which correspond to those used by you to co-ordinate planning activities:

(1) _____ Circulars giving directives

(2) _____ Centralized planning structure co-ordinates by issuing directives

(3) _____ Direct participation in planning activities

(4) Other (specify) _____

_____

19. Are educational plans evaluated?

Yes _____ No _____

20. The table below presents a list of groups usually involved in educational planning. Against each group, check (√) the nature of involvement of each group in the educational planning process.

Nature of Involvement / Group	Exercised Leadership in Setting Targets	Discussed and Approved Targets	Consulted in Order to Determine Targets	Participated in Defining Objectives
President				
Prime Minister				
Minister of Education				
Other Ministers				
Educational Planners				
Teacher Associations				
Student Associations				
Parent Associations				
Business and Industrial Groups				
Other (specify)				

21. Check (√) the following table to indicate how much influence each of the groups mentioned exercised in the educational planning process.

Group \ Scale of Influence	Very Much	Much	Some	Little	Very Little
President					
Prime Minister					
Other Ministers					
Educational Planners					
Teacher Associations					
Student Associations					
Parent Associations					
Business and Industrial Groups					
Other (specify)					

22. From the list below, check (✓) the obstacles confronting your educational planning activities.

(1) _____ Lack of reliable statistical data

(2) _____ Inadequate statistical data

(3) _____ Difficulty in collecting statistical data

(4) _____ Lack of qualified personnel in educational planning

(5) _____ Lack of co-ordination of planning activities

(6) _____ Lack of comprehensive diagnosis of educational needs

(7) _____ Political pressures

(8) _____ Lack of clear planning objectives

(9) _____ Limited financial resources

(10) _____ Lack of educational planning-related research

(11) _____ Other (specify) _____

_____

APPENDIX 2

INTERVIEW GUIDES

GUIDELINES FOR INTERVIEW WITH OFFICIALS OF THE HUMAN RESOURCE DEPARTMENT OF THE MINISTRY OF ECONOMY AND PLANNING

1. What are your major responsibilities in the educational planning process?

2. What techniques are utilized in your educational planning activities?

3. What relationship exists between your department and the Planning Division of the Ministry of National Education?

4. What would you say are the factors determining and influencing educational planning in Cameroon?

5. Is your department involved in the implementation and evaluation of educational plans?

6. What indicators are used to determine the achievement of educational plan targets?

7. What is the statistical basis of educational planning undertaken by your department?

8. What have been the major problems and obstacles in your educational planning activities?

GUIDELINES FOR INTERVIEW WITH MEMBERS OF THE PROVINCIAL AND DIVISIONAL DEVELOPMENT (PLANNING) COMMITTEES

1. To what extent does education feature in your development (planning) activities?
2. What factors do you think determine and influence the need for planning education in the province/division?
3. What specific activities are performed by the development (planning) committee to derive educational programmes and projects?
4. Do your educational programmes and projects have to receive approval before they are implemented?
5. Are statistics used as a basis for deriving your educational programmes and projects?
6. What groups are involved in your development (planning) activities?
7. To what extent would you say that the educational goals and objectives of the province/division have been achieved?
8. What have been the major problems and obstacles in your development (planning) activities as regards education in the province/division?

GUIDELINES FOR INTERVIEW WITH OFFICIALS OF THE PLANNING

DIVISION OF THE MINISTRY OF NATIONAL EDUCATION

1. What factors determine and influence educational planning at the national level in Cameroon?

2. How are the goals and objectives of educational planning derived?

3. What approaches to educational planning -- manpower, rate-of-return, social demand for education -- are used in setting targets?

4. What specific techniques of planning are used in setting educational plan targets?

5. What indicators are used to determine the achievement of educational plan targets?

6. What measures are used to ensure the implementation of educational plans?

7. What relationship exists between your division and the Ministry of Economic Affairs and Planning?

8. Does the division have an information base for the purpose of educational planning?

9. What have been the major problems and obstacles in your educational planning activities?

GUIDELINES FOR INTERVIEW WITH MEMBERS OF THE ADVISORY STRUCTURES:

A. THE NATIONAL PLANNING COMMISSION

B. THE ECONOMIC AND SOCIAL COUNCIL OF CAMEROON

1. What is the role of the Commission/Council in the educational planning process?

2. Does the Commission/Council participate in the setting of educational plan targets?

3. Does the Commission/Council participate in the definition of goals and objectives of educational planning at the national level?

4. What factors would you say have determined and influenced the need for educational planning in Cameroon?

5. Are you involved in the implementation and evaluation of educational plans?

6. To what extent would you say educational planning reflects the economic, social and cultural development needs of Cameroon?

APPENDIX 3

LETTER APPLYING FOR PERMISSION

TO CONDUCT THE RESEARCH

DEPARTMENT OF
EDUCATIONAL ADMINISTRATION
FACULTY OF EDUCATION
THE UNIVERSITY OF ALBERTA

March 22, 1982

The Hon. Minister of National Education
Ministry of National Education
Yaounde, Cameroun
Central Africa

Dear Sir:

Re: PERMISSION TO CONDUCT A RESEARCH ON THE EDUCATIONAL PLANNING PROCESS IN CAMEROON

I am a Cameroonian, graduate of the University of Yaounde and presently a doctoral student in Educational Administration specialising in educational policy development, planning and evaluation at the above university.

I am presently engaged in a study of the educational planning process at the national level in Cameroon for a doctoral dissertation. The study is supported by the International Development Research Centre in Ottawa, Canada. The purpose of this letter is to seek your expressed consent to carry out the study in Cameroon.

The focus of the study is on methodologies of educational planning, the structures, functions and the actors associated with and involved in the educational planning process, from the determination of needs for educational planning to the formulation of goals and objectives, plan elabaration, implementation and evaluation and feedback.

At a time when education is increasingly being recognised as one of the essential instruments of national development--social, economic, political, cultural and technological--around the world, educational planning has become ever more important. Due to widespread failures in national education plans, many countries around the world have been carrying out studies designed to identify characteristics of educational planning that can be linked to indices of successes or failures in national education plans. It is believed that such a need exists in Cameroon.

It is hoped that the present study would be significant and would make a contribution to the educational planning process at the national level in Cameroon in the following respects:

7-104, EDUCATION NORTH, EDMONTON, ALBERTA, CANADA T6G 2G5 TELEPHONE (403) 432-5241

1. Identify characteristics of the educational planning process in Cameroon that can be linked to indices of successes or failures of education plans.
2. Identify problems and constraints of educational planning in Cameroon.
3. Identify areas where research is needed in educational policy development, planning and evaluation.
4. Party policy in Cameroon recognises the importance of participation to the success of public policies (see President Ahidjo's policy statement made at the Party Congress held in Bafoussam in February, 1980). It is hoped that the present study will help identify feasible patterns of participation in the educational planning process at the national level in Cameroon in order for educational planning to be functional in its role of innovation and social change.

The International Development Research Centre in Ottawa, Canada, has accepted Le Secretaire General de la Commission Nationale de la Republique Unie du Cameroun pour l'UNESCO, BP. 1600 Yaounde, to supervise the execution of the study locally in Cameroon.

Your urgent action in sending a letter of consent granting permission to carry out the research would be greatly appreciated.

Sincerely,

Tabot Timothy Mac Ojong

cc: The International Development Research Centre, Ottawa, Canada.

The Hon. Deputy Minister of National Education, Yaounde, Cameroon.

The Secretary General, Central Administration, Ministry of National Education Yaounde.

The Cameroon Ambassador, Cameroon Embassy, Ottawa, Canada.

Le Secretaire General de la Commission Nationale pour l'UNESCO.

For your information regarding your acceptance as my local supervisor for the study in Cameroon. Your communication of acceptance will also be greatly appreciated.

APPENDIX 4

LETTER GRANTING PERMISSION

TO CONDUCT THE RESEARCH

RNB/EG

REPUBLIQUE UNIE DU CAMEROUN
Paix — Travail — Patrie

Ministère de l'Education Nationale

DIRECTION DE L'ENSEIGNEMENT SUPERIEUR
-"-
Service des Affaires Générales et Pédagogiques
-"-

UNITED REPUBLIC OF CAMEROON
Peace — Work — Fatherland

Ministry of National Education

N° [illegible]/MINEDUC/DES/AGP

Yaoundé, le 1 JUIN 1982 19

Réf. : V/L du 22 Mars 1982.

Le Ministre de l'Education Nationale
The Minister of National Education

Objet : Demande d'autorisation de poursuite des recherches au Cameroun.-

M onsieur Jabot Timothy Mac OJONG
to Mr Department of Educational Administration
Faculty of Education
7- 104, Education North,
Edmonton - Alberta (Canada)

Monsieur,

Suite à votre lettre susvisée et dont l'objet est repris en marge,

J'ai l'honneur de vous signifier mon accord pour poursuivre vos recherches au Cameroun sur la planification dans le domaine éducatif en vue de la préparation de votre thèse de Doctorat.

Vous voudrez bien, sitôt arrivé au Cameroun, prendre attache avec le Secrétaire Général de la Commission de l'UNESCO et le Chef de Division de la Planification de l'Orientation et de l'Equipement Scolaires.

Veuillez agréer, Monsieur, l'expression de mes sentiments distingués./-

ZE NGUELE Hans

VITA

VITA

NAME: Tabot Timothy Mac Ojong

PLACE OF BIRTH: Cameroon, Central Africa

YEAR OF BIRTH: 1949

POST-SECONDARY EDUCATION AND DEGREES:

University of Yaounde
Cameroon, Centra Africa
1972-1975 B.A.(Hons.)

Memorial University of Newfoundland
St. John's, Newfoundland, Canada
1978-1980 M.Ed.

HONOURS AND AWARDS:

Graduate Study Fellowship
Memorial University of Newfoundland
Study Fellowship
1978-1980

Graduate Assistantship
University of Alberta
Teaching Assistantship
1980-1983

RELATED WORK EXPERIENCE:

Vice Principal, Presbyterian Secondary School
Besongabang, Mamfe, Manyu, Cameroon
1975-1975

Head of Social Studies Department
Government College, Katsina
Kaduna State, Nigeria
1976-1977

Part-time Instructor, Faculty of Extension
Ahmadu Bello University, Zaria, Nigeria
1976-1977

Graduate Teaching Assistant
University of Alberta
1980-1983